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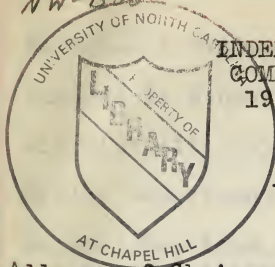
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REPORT

OF

THE COMMITTEE OF FOURTEEN

Organized January, 1905.

Incorporated February, 1907

Re-organized February, 1912

THE COMMITTEE:

MR. GEORGE W. ALGER.
MRS. WILLIAM H. BALDWIN.
DR. LEE W. BEATTIE.
HON. WILLIAM S. BENNET.
DR. WILLIAM ADAMS BROWN.
PROF. FRANCIS M. BURDICK.
MRS. JOHN M. GLENN.
MRS. BARCLAY HAZARD.
MRS. CHARLES H. ISRAELS.
MR. EDWARD J. MCGUIRE.
DR. H. PEREIRA MENDES.
MISS MAUDE E. MINER.
DR. HENRY MOSKOWITZ.
MR. THOMAS M. MULRY.
DR. JOHN P. PETERS.
MR. GEORGE HAVEN PUTNAM.
MR. ISAAC N. SELIGMAN.
MRS. V. G. SIMKHOVITCH.
MR. FRANCIS LOUIS SLADE.
MR. LAWRENCE VEILLER.
MR. FREDERICK H. WHITIN.
MR. ALBERT H. WIGGIN.

Office: 27 East 22d Street, New York City.

OFFICERS OF THE COMMITTEE.

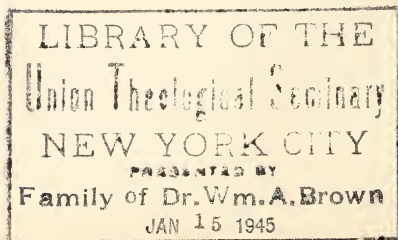
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Vice Chairman.....MR. EDWARD J. MCGUIRE, 51 Chambers Street.
Treasurer.....MR. FRANCIS LOUIS SLADE, 115 Broadway.
General Secretary....MR. FREDERICK H. WHITIN, 27 East 22nd Street.
Executive Secretary...MR. WALTER G. HOOKE, 27 East 22nd Street.

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LAW COMMITTEE.

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DR. JOHN P. PETERS, Ex-Officio.



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REPORT OF THE COMMITTEE OF FOURTEEN.

September 30, 1912.

INTRODUCTION.

HISTORY.

The Report of the Committee of Fifteen (1902), entitled "The Social Evil," contained an appendix upon the disorderly resorts known as "Raines Law Hotels," the opening sentence of which reads: "No one who has lived in New York City can have failed to realize that there is a close connection between what is popularly known as the 'Raines Law Hotel' and professional vice." This specific phase of the social evil, thus forcibly brought to the attention of the citizens of New York, led to the formation in 1905, of a Committee entitled "The Committee of Fourteen for the Suppression of Raines Law Hotels in New York City."

"Raines Law Hotels," that is, the ten-room houses of prostitution or assignation, technically known as hotels, which had come into existence in consequence of the Liquor Tax Law of 1896, were in part a product of that law itself, in part, the result of a failure to enforce its police provisions. Responsibility for the enforcement of the law was imposed upon both state and local authorities. Court decisions, which declared the law constitutional only as a police measure, made the former primarily responsible. It was the duty of the Commissioner of Excise, having issued the license, to see that the licensee complied with its terms, and, in case he did not, to have the license revoked forthwith, by the drastic civil process provided for that purpose,

and to sue for forfeiture of the bond given by the licensee. Instead of doing this the Commissioner treated the law merely as a revenue measure. So the State peddled licenses for the highest price it could extort, and used the penalty provisions of the law as a mean of exacting an extra legal fee for the privilege of conducting brothels and the like, leaving the policing of such places to the local authorities. The latter were hampered by lack of local sympathy with certain provisions of the Excise law, which expressed itself in decisions of the judges (requiring in criminal proceedings, for example, impossible evidence, so as to nullify the law), and by the failure of grand juries and petit juries to indict or convict, until those features of the law became merely an instrument in the hands of the police for levying "graft," as the condition of leaving undisturbed brothel hotels and disorderly saloons.

After a careful investigation the Committee of Fourteen proposed and in 1906, secured a simple amendment to the Excise Law by which the certification by the Building Department of compliance with the legal structural requirements was made a pre-requisite to the issuance of a liquor tax certificate to a hotel, which amendment automatically eliminated one-half of the ten-room hotels.

The Committee sought, from the outset, to co-operate with the constituted authorities, state and local, to secure the proper interpretation of the law and its better enforcement. For this purpose, it placed itself and its information unreservedly at the disposal of the authorities:—the State Excise Department, the District Attorney of the county, the police of the municipality, the courts from the highest to the lowest, and, for special phases, the Tenement House and Health Departments of the city and the Mayor's License Bureau. Its dealings were particularly with the first four of these, with whom it succeeded in establishing most cordial relations; and the results achieved were largely due to this relation with the official agencies.

The Committee's investigations speedily made it clear that the ignorance, wilful or otherwise, of certain business interests was largely responsible for the shocking conditions prevailing. Accordingly the Committee laid its information before the Brewers and the Surety Companies issuing excise bonds, who, with the real estate owners, were the business interests behind the "Raines Law Hotels." The two former, after some questioning and investigation on their own part, responded to the moral appeal thus made and ultimately an effective co-operation was established.

The following table of hotels certificated under Liquor Tax Law shows in part, the result of the Committee's effort to suppress the "Raines Law Hotels."

	1904	1908	1912
Manhattan	1,278	671	558
Bronx	120	87	102
Annexed District....	79	65	68
Kings County.....	645	380	316

These official figures include, however, the legitimate commercial hotels as well as those which were brought into existence by the Liquor Law. Of the ten-room hotels practically none are today, so conducted as to be characterized as disorderly. Hence, while the term "Raines Law Hotel" is still used, the resorts to which that name was originally applied have in reality been wiped out.

In accomplishing this work, the Committee was of necessity brought face to face with other phases and ramifications of the Social Evil. Through a special Research Committee it conducted an investigation (a) of the courts, which resulted in the appointment of the Courts Commission and the reform of the Inferior Criminal Courts; and (b) of the laws dealing in any way with the Social Evil and their enforcement in New York. The results of this latter investigation were published in 1910, under the title "The Social Evil in New York City: A Study of Law Enforcement by the Research Committee of the Committee of Four-

teen," which was the predecessor and the instigator of other similar reports in other cities. This investigation convinced the members of the Committee of Fourteen that a work of much larger scope, dealing with the whole question of the Social Evil, should be undertaken by a Commission or a Committee especially created for that purpose.

REORGANIZATION.

About this time came the white slave agitation and the investigations of the special Grand Jury on White Slave traffic. Public sentiment was aroused and a demand was made for the creation of a State or municipal commission similar to those appointed in several other cities; but the civil authorities refused to act. An effort was then made to organize an unofficial committee of citizens which should command the confidence of the community at large, and indeed of the whole country, and which, as a result of that confidence, should be able to secure the larger funds necessary to do the work which opened out before the vision of the members of the Research Committee and others interested. It was found extremely difficult to secure such a Committee. Of those asked to take the lead, some were so involved in all sorts of industrial, civic and benevolent undertakings that they were compelled to refuse to commit themselves to so new and great an enterprise. Others, while ready to serve the public in other fields, were unwilling to serve in this field, which appalled and repelled them. The Committee of Fourteen, which had thought that, its immediate work done, it could now disband, felt that it was criminal to do so, so long as no agency existed to take up the work on broader lines. Not only would the old conditions soon return, but also all the information and experience which it had gathered, available for a larger and constructive work, would be absolutely lost. The members of the Committee, therefore, bound themselves to continue in association and to undertake the larger work of dealing with Commercialized Sexual Vice, provided that in New

York City a guarantee fund of a minimum amount of \$10,000 for five years, could be secured. This sum, added to the \$3,000 on which they thought they could reply, as in the past, from smaller contributions, would enable them to so expand their work as to commence an attack upon the problem as a whole.

That guarantee having been secured, in February, 1912, the Committee proceeded to reorganize for the larger work by adding to its membership a few eminent citizens, partly for themselves, and partly for their connection with other organizations or institutions dealing with subjects touching at some point the Social Evil, in order to secure co-operation of all kindred agencies. It was deemed wise to retain the name under which the Committee was incorporated and by which it has become well known. This was possible as, under its incorporation there was no limitation of membership, provided always that there be a board of fourteen directors. Such is the present organization and this is the first report presented by the Committee as reorganized to attempt the larger work, covering generally, however, only a part of a year, from January to October, 1912.

ACCOMPLISHMENT.

LEGISLATURE.

During the past year the Committee was instrumental in the introduction and passage of an amendment to the Excise Law to perfect the penalty upon the place; viz. that provision of the law by which, where a saloon is proved to be disorderly or a gambling resort, the privilege of traffic in liquor is denied to that place for one year.

This amendment was introduced by Senator Wagner and its passage on the last day of the Legislative session was accomplished through a special message from the Governor, sent at that Senator's request.

EXCISE DEPARTMENT.

The work of this Department during the year was far from satisfactory. There were practically no effective revocation proceedings, and much time was consumed in correcting errors of administration. Such an error was the issuance of a certificate for a Broadway dance hall, which had been penalized by a decision of the Appellate Court. By a subterfuge, a new certificate was secured, and illegal traffic carried on there for many months, supported by the decision of a judge of the Supreme Court, ultimately reversed on appeal. Similar experience was had in two Brooklyn cases which, like the preceding, were brought to the attention of the Commissioner by this Committee. Indeed in one of these the place did not suffer a single day's loss of the privilege of traffic, although even with the faulty law then in force (now remedied by the amendment noted under "Legislature"), the penalty would have been five months, had the Department's attorneys taken proper action.

It was not until the middle of the summer that the Department began to bring revocation proceedings. A few of these were based on allegations of disorderly conditions which, if proved, penalize the place. Now cases brought in

the vacation season are subject to more than the usual delay. Consequently no certificates were revoked in time to impose any real financial penalty. Moreover, in all but two of the cases in which disorderly conditions had been alleged, the allegation was withdrawn or proved insufficient. The result of the revocation cases was therefore nil, and the time and effort of the Department in bringing them wasted.

In the prosecution of cases the lawyers of the Department have shown most varying degrees of energy. In the case against a place in 44th Street, where the proprietor was a decent German without influential friends, the Department's attorney prosecuted with remarkable zeal, the special agents being taken into the Municipal Court to assist the landlord in securing a dispossession. On the other hand, in the case against a 40th Street resort, where the proprietor was Hadden, a notorious Tenderloin character and a pardoned convict, the Department's proceedings dragged very badly. It was only after special appeals to the Commissioner, Mr. Farley, that this case was eventually forced to trial and the privilege of traffic denied.

Because of the prevailing conditions this Committee finally asked a conference with the Commissioner. The Commissioner met the Committee most cordially, considered what it had to present and agreed to adopt its suggestion to direct his attention especially to those places which had been refused support by the Brewers and Surety Companies of the city (See paragraph on Protest List). Further the Commissioner accepted the view presented by the Committee of the obligation of the Department under the law, and agreed to endeavor to equip the Department so as properly to police at least the disorderly resorts.

During the year ending Sept. 30, 1912, the Excise Commission brought in New York County, revocation proceedings resulting in the penalty upon the place of the

denial of the privilege of traffic in liquor for one year in only six cases* :

2199 Fifth Ave.
 147 West 40th St.
 2401 Second Ave.
 361 West 125th St.
 1551 Broadway.
 73 West 109th St.

During the same period the Commissioner brought 143 actions to recover the penalties of the bond, of which eighteen were against cash bond places; that is, places whose proprietors were compelled, by the co-operation of this Committee with the Brewers and Surety companies, to deposit \$2,000. at the time of securing their license, so that the entire loss fell upon the offender.

87 East 110th St.	Settled by payment of bond for \$2,000.
156-8 13th Ave.	do.
40 West 29th St.	do.
824 Seventh Ave.	do.
77 Lexington Ave.	do.
140 Third Ave.	do.
147 West 40th St.	do.
154 West 45th St.	do.
136 Third Ave.	do.
32 West 29th St.	do.
41 Lexington Ave.	do.
760 Seventh Ave.	do.
777 Sixth Ave.	do.
15-19 Irving Place.	Action lost by Department.
1981 Broadway.	do.
158 East 23rd St.	Action pending.
227 Eighth Ave.	Action pending.
361 West 125th St.	Action pending.

*See also under paragraph on "Special Sessions."

POLICE.

Comment on the work of this Department naturally falls into two divisions; before the Rosenthal murder and since that time. During the first period very little was done by the Department to suppress disorderly hotels. This was largely due to the delay incident to the trial of test cases on "observation evidence," that is, evidence of the kind which the Mayor has prescribed. The defendants in these cases were successful in securing postponements from time to time, thus blocking the efforts of the Police to improve conditions in that direction. Effective work was done, however, in connection with street conditions and tenement house cases, which are reported elsewhere. Since the murder, the Department has been much more active in suppressing all violations of law. By means of raids disorderly houses generally have been closed, or, if of the more expensive type, forced to run very quietly, while several effective cases have been gotten against hotels.

DISTRICT ATTORNEY.

The Committee's efforts to secure the prosecution and punishment of the heads of the vice groups or "trusts" failed. But while the greater things hoped for have not been realized, there has been a steady improvement in the handling of disorderly house cases before the Court of Special Sessions. Wherever practicable, the Committee's Secretaries have conferred in advance with the Deputy Assistant District Attorneys assigned to that court, to render them such assistance as they could, and especially to acquaint them with all the conditions surrounding the various cases. In general the Committee has also endeavored to maintain and increase the co-operation heretofore secured between the District Attorney's office, the Police Department and the Court of Special Sessions.

CIVIL COURTS.

Supreme Court.

As already stated, actions to revoke Excise certificates brought by the Department in the Supreme Court have been very few. Motions to secure injunctions to restrain illegal traffic, though eventually successful, were much delayed.

Municipal Courts.

A number of dispossess actions brought in the Municipal Court resulted in the closing of the places proceeded against, notably the Crystal Hotel at Lexington Ave. and 26th Street, the Royal at 136 Third Ave., the National at 3 Irving Place, and the Union at 140 Third Ave. Details of these cases appear in the paragraph "Owners."

CRIMINAL COURTS.

Magistrates.

The Chief City Magistrate deserves special praise for his efforts against the disorderly hotels and houses. He has at all times given the Committee his support in fighting the Social Evil in its various phases, and no inconsiderable part of the results accomplished by it during the year has been due to his help.

In general the Magistrates have rendered valuable assistance, especially by requiring the defendants in disorderly house cases to give bail bonds in an amount double or treble that formerly customary. As the Judges began to impose heavier sentences, it was found that the defendants preferred to forfeit a bail bond of \$500. rather than run the risk of a penitentiary sentence. Hence this action by the Magistrates.

Close observation has been kept of the cases in the Women's Night Court, the Committee's secretaries co-operating with the Courts' Committee of the Charity Organization Society to secure a uniform disposition of cases. The assignment of only four magistrates to sit alternately in this Court has worked so well that it has been suggested

that the same magistrates might sit also in the similar Day Court. There exists an intimate relation between the disorderly hotel and the woman on the street, especially since there are now so few saloon rear rooms where women are permitted to solicit. If the streets can be cleared, the disorderly hotels will lose a considerable part of their business.

It was hoped that Magistrates would impose more severe sentences in cases where the fingerprint records indicated that the women brought before them were hardened and persistent offenders. This they have not done, apparently because they do not consider the present workhouse the kind of an institution to accomplish results worthy of the suffering which commitment imposes. An effort was made to secure a radical change of conditions in the workhouse, but the condition of municipal finances appears to forbid the expenditure of any considerable sum of money on a new institution of this kind at present. One of the great needs of the city is a proper place to which to commit these unfortunate women, a place where they can receive much needed care and treatment. Until this can be provided, it will be impossible to keep the streets clear of street-walkers.

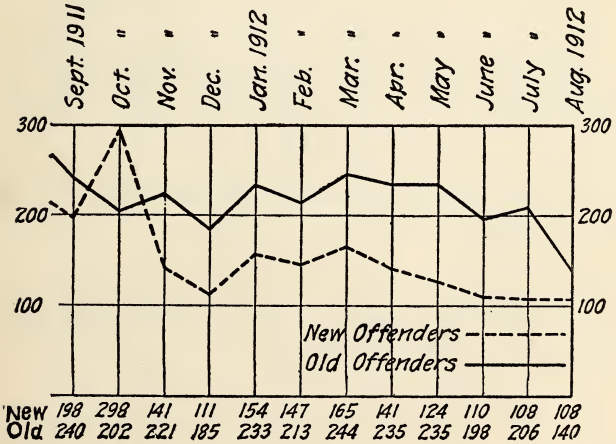
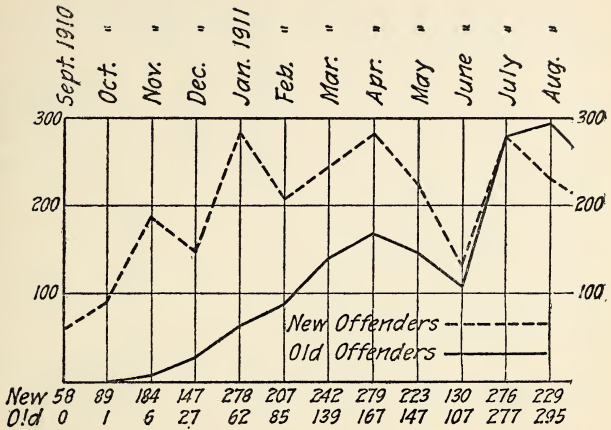
The proportion convicted, of those charged with street walking (technically "annoying male pedestrians"), is very high. Of those charged with this offence on direct evidence 90%, on circumstantial evidence 80%, were convicted. By means of finger print identifications, in effect since September 1, 1910, the Magistrates have before them, when imposing sentence, the record of the woman's previous convictions and sentences. This enables them to make a wise and proper disposition of the cases. The following table of Fingerprint Records, Prostitution Cases, Women's Court, shows that 3994 individuals were convicted in the two years ending Aug. 31, 1912. It is particularly noticeable that considerably over one-half were "casuals"; at least they have been convicted but once.

<u>2254</u>	Individuals	convicted	once
731	"	"	twice
433	"	"	three times
231	"	"	four times
164	"	"	five times
86	"	"	six times
57	"	"	seven times
13	"	"	eight times
15	"	"	nine times
7	"	"	ten times
1	"	"	eleven times
2	"	"	twelve times
<u>1740</u>	Repeaters	"	

3994 total number of individuals convicted.

The most noticeable fact in this record is the persistence of certain individuals, not only in leading that life, but in leading it in such a way as to bring them in constant jeopardy of punishment. It is probable that the time will come when society will permanently restrain the freedom of such offenders.

The following diagrams show the proportion of first offenders to those previously convicted, and also the convictions by months. In the first diagram the proportions are not normal, for the record of "old offenders" necessarily starts from 0. The second diagram probably represents the normal proportion. The sharp drop in the number of cases in June, 1911, was due to a temporary enforcement of Clause 79, providing for a physical examination of prostitutes, which was later declared unconstitutional. The increased proportion of new offenders in Oct., 1911, was not seasonal, as it was not repeated in Oct., 1912.



The following table shows the disposition made of the 8,018 cases, representing 3994 individuals:

	1910-11		1911-12	
Workhouse	2,449	66%	3,311	76%
Fined	727	20%	271	6%
Probation	214	6%	525	12%
Bedford State Reform- atory for Women... 38			80	
House of Good Shep- herd	20		80	
Magdalen Home	18		57	
House of Mercy..... 2			4	
—	78	2%	—	221 5%
Other Dispositions	187		35	
	<hr/>		<hr/>	
	3,655		4,363	

The most important fact is the decrease of two-thirds in the number fined in 1911-12, as compared with 1910-11, the percentage being even smaller during the closing months of the year. The proportion put on probation more than doubled in the second year, while the number sent to reformatory institutions, although relatively small, yet shows a considerable increase.

Special Sessions.

This is the Court which has the disposition of the disorderly house cases. The record for the nine months ending September 30th, is as follows:

1912	Pleaded Guilty	Convicted by trial	Acquitted	Other Disposition	Total
January ...	8	13	2	0	23
February ..	4	11	6	1	22
March	3	10	12	2	27
April	2	6	3	0	11
May	2	10	3	1	16
June	2	16	2	0	20
July	2	5	1	0	8
August	0	6	1	0	7
September .	2	5	2	0	9
<hr/>					
Total	25	82	32	4	143

Dec. 31, 1911, actions pending.....	25
Total Disorderly House cases received, Jan. 1st, 1912, to Oct. 1, 1912.....	180
Sept. 30, 1912, actions pending.....	62

Of the 107 cases in which the defendants were either found guilty or pleaded guilty, the following dispositions were made:

Jail sentences	80	
Average Term.....		3 months 27 days
Fines	18	
Total amount		\$2325.00
Average fine		\$ 129.00
Suspended sentence	9	

The jail sentences imposed were for the following terms:

In	9	cases.....	1	year
"	1	"	9	months
"	13	"	6	"
"	1	"	4	"
"	25	"	3	"
"	7	"	60	days
"	20	"	30	"
"	3	"	20	"
"	1	"	10	"

Total.... 80

In general the convictions secured were those of employees, the prevailing rules of evidence making it almost impossible to reach the principals. One notorious resort keeper was convicted, however, in spite of the fact that his case was vigorously fought by an attorney well known and of high repute. Appeal was taken and the decision affirmed; but, the defendant having been released on bail pending appeal, action to forfeit the bail had to be begun before he was surrendered. The sentence was six months in the penitentiary.

Perhaps the most important case was that against the hotel at 136 Third Ave., in which the defendant, who was the actual proprietor, pleaded guilty. He was reported to have expected that sentence would be suspended because of political influence which he attempted to have exercised, using legal technicalities as a cover. This expectation failed and he was sentenced to the penitentiary for three months. As a result of this conviction, the owners took possession of the property and it is now occupied by a moving picture show. As the result of good police work, two women, owners and proprietors of houses notoriously disorderly for years, situated on Macdougall St., were convicted of conducting public nuisances and sent to the penitentiary for twelve months. A few months after their conviction par-

dons were secured from Governor Dix. In one case neither the court which convicted the woman nor the District Attorney knew anything about the matter until the pardon had been granted. In the other case both the Justice who convicted the defendant and the Committee protested vigorously to the Governor against a pardon, which was nevertheless granted.

In an important case pending against a large Broadway hotel north of Times Square, in which the evidence was gotten by the District Attorney's office on the complaint of a Citizens' Association and this Committee, counsel for the defense has been able to secure repeated adjournments, altho the case was one of the most important in recent years.

For a period ending in June of this year, there was a great improvement in the manner in which the Court of Special Sessions disposed of disorderly house cases. Fines became the exception and almost uniformly prison sentences were imposed. No small part of the improvement in conditions in the city noted at that time was due to the effectiveness of this action. Fines never act as a deterrent, but when it comes to be understood that conviction is likely to result in a prison sentence, proprietors of disorderly houses and hotels find it difficult and expensive to secure employees to take such chances.

When, however, Part V of Special Sessions resumed its sittings in October, this being the part to which the majority of disorderly house and gambling cases are assigned, this improvement was not sustained, as the following comparison shows:

	June, 1912.	October, 1912, Part V.
Total cases	21	30
Acquittals	2	14
Fine	2	9
Jail sentences	17	4
Average jail sentences.....	5 mos., 12 days.	3 mos., 8 days.
Suspended sentences.....		3

The Committee hopes that the assignment for Special Sessions for 1913 will bring back to Part V., where nearly all the disorderly house cases are tried, those Judges who, instead of imposing fines, believe in imposing prison sentences. This, in connection with good police work, is the only effective method of suppressing these places.

The following places, conducted as disorderly houses, have, by convictions in the Court of Special Sessions during the year, October 1st, 1911, to September 30th, 1912, incurred the penalty upon the place of the denial of the privilege of traffic in liquor for one year:

2378 Third Ave.
 140 Third Ave.
 183 Christie St.
 154 West 44th St.
 2485 Second Ave.
 2499 Second Ave.
 1981 Broadway.
 4754 Third Ave.
 201 West 38th Street.

General Sessions.

There have been practically no disorderly house cases tried in General Sessions during the past year. The practice of transferring such cases from Special Sessions to General was discontinued over a year ago, partly as a result of the urgency of this Committee, so that such cases are not now tried in General Sessions unless there is some unusual legal feature contained in them.

TENEMENT HOUSE DEPARTMENT.

There exists a general impression that the evil of prostitution in tenement houses was cured by the drastic law secured as a result of the agitation by the Committee of Fifteen in 1901. This imposes a penalty of \$1,000, to be a lien upon the property, should the owner fail upon notice to dispossess a disorderly tenant. As an owner cannot

serve such notice until the tenant has been convicted, and as by conviction the defendant is held to be a vagrant and generally sent to the workhouse, the \$1,000 penalty is actually of little value. The Tenement House Department notifies the owner of complaints received, and subsequently investigates to be sure that the tenant is no longer there. Frequently repeated violations in the same premises occur before effective action is taken by the owners. For instance, on East 9th Street, four different women were arrested and convicted of prostitution from the same premises within eight months. These repeated convictions eventually resulted in the owners dispossessing the sub-tenant who was responsible for the women; but this did not involve the \$1,000 penalty. The law needs amendment to make it enforceable.

The following table shows the number of criminal cases for prostitution in tenement houses under Section 150 of the law:

	Arrests	Discharged	Convicted	Disposition		
1911				Workhouse 6 months	Probation	Other Dispositions
Oct.	14	2	12	9	2	1
Nov.	10	2	8	6	1	1
Dec.	5	1	4	3	1	0
1912						
Jan.	10	4	6	5	1	0
Feb.	14	2	12	9	3	0
March	15	4	11	9	2	0
April	12	2	10	5	5	0
May	15	2	13	6	7	0
June	15	3	12	11	0	1
July	11	5	6	4	2	0
Aug.	20	5	15	10	1	4
Sept.	18	4	14	7	2	5
—	—	—	—	—	—	—
Year	159	36	123	84	27	12

As the law now stands it is impossible to send such defendants to the State Reformatory at Bedford or the other similar institutions. An amendment making this possible is very desirable.

BUSINESS INTERESTS.

Surety Companies.

As the new Excise year approached, there appeared to be some uncertainty of the continuance of a complete co-operation with the Surety Companies, because of the proposed entrance into the excise bonding field of two competitors. One of these was a newly organized company controlled by up-state politicians, whose representative was well versed in excise matters; and the other a large foreign company represented by a strong local agent, entirely unfamiliar with the problems of the excise business. As a result of conferences the former company so arranged its writing as not to interfere with the Committee's work, while the latter company, at the last moment, withdrew from the field.

Brewers.

The co-operation of the Committee with the Brewers has continued with increasing success. There has been in general a more sympathetic attitude on the part of the Brewers and an increased willingness to respond to the Committee's requests and to accept the judgment of the Committee's Secretaries. During the year there were some particularly troublesome cases. Apparently respectable men, in reality cover for disorderly house proprietors whom the Committee would not accept, endeavored to open certain places. The Brewer's sustained the Committee; and in this as in practically every case it was eventually proved that the Committee's suspicions were fully justified.

The method of procedure with the Protest List has been a little different from that pursued in previous years. Instead of presenting it for action to the Brewers' Board of Trade, the objectionable places supplied by each brewer

were taken up with that brewer direct; if in any particular case the brewer and the Committee were unable to agree as to action, the case to be referred to a Joint Committee composed of Brewers, Surety Company representatives and this Committee. This plan worked very satisfactorily and resulted in complete co-operation. It was not found necessary to refer a single case. This method also effectually prevented the Protest List from falling into the hands of individuals who desire to make improper use of it.

The list of places at which unsatisfactory conditions had existed, according to the recognized standard of the co-operators (Brewers, Surety Companies and the Committee), or such places as were on "probation" formerly and had not entirely cleaned up, contained 293 addresses for the new excise year beginning October, 1912. As a result of many conferences, satisfactory agreements for the reform and proper conduct of their places were received from the proprietors of 155 saloons and hotels. In addition to the promise of the proprietor to conduct his place properly, the brewer supplying the place promised to withdraw if the agreement should be broken. These are known as "Probation Cases." Seventeen places were closed temporarily, opening later with new proprietors. Thirty-two places, where conditions had been persistently evil, have been closed altogether. Sixty of the remaining proprietors, who either could not or would not secure the withdrawal of the Committee's protest to the writing of their bond, secured their liquor tax certificate by filing a cash bond of \$2,000. This means that, in addition to the \$1,200 license tax fee, which had to be paid by the proprietor in these cases because the Brewers would advance no part of it, the proprietor also was forced to furnish the entire cash for his bond: a heavy burden and a great risk. The Committee's plan of allowing every proprietor of a place improperly conducted at least one chance to correct conditions has resulted in a remarkable change in many places. The sixty "cash bond" places are the only resorts licensed to sell liquor which are today deliberately disorderly or profiting

by sexual vice. They are the strongly entrenched places with capital to fight attempts to suppress them, in fact "the survival of the unfittest."

A year ago the Committee directed its efforts against a row of resorts in West 29th Street, between Broadway and 6th Avenue, and, with the assistance of the public authorities, supplemented by the co-operation of the Brewers, these places were closed. This year a particular effort was directed against resorts in Chinatown, the headquarters of gangsters, or so notoriously disorderly that there was no hope of improvement. In fact these places carried on no legitimate liquor traffic, such business as they did being due solely to their disorderly features. There were five of these resorts which, with the assistance of the Brewers, have now all been closed, a sixth having been already closed six months before by the brewer withdrawing. In general, as a result of the co-operation received from the Surety Companies and the Brewers, there is a steady and sustained improvement in conditions all over the city, even in the Tenderloin resorts.

Banks, Trust Companies and Cash Bonds.

The Excise Law provides that the applicant for a liquor tax certificate may file, in lieu of other bond, a certificate of deposit for \$2,000. of an institution accepted as a depository for State funds. It was felt by the Committee that institutions doing this business ought to co-operate by refusing to issue such certificates to any but their regular customers. A letter requesting such co-operation was sent to all institutions doing such business, and from many of them satisfactory replies were received. Only the following institutions wrote more than five of these bonds this year: Lincoln Trust Co., 21; Hudson Trust Co., 17; Harriman National Bank, 7. The explanation in the case of the Hudson Trust Company is that a number of brewers are in its directory, while the Lincoln Trust Company is the depository located nearest to the local offices of the Excise Department.

Owners and Mortgagees.

In its endeavor to secure the co-operation of property owners, the Committee addressed a letter to the owners of those places where "cash bonds" had been given, with very interesting results. In many instances the owners or their representatives responded that they had no knowledge of the objectionable use of the property and would do all in their power to remedy the conditions alleged. In a number of cases owners have reduced rents under new leases, to compensate the tenants for the stricter requirements. So the owner of an East Side hotel, near 59th Street, temporarily reduced the rent from \$9,000 to \$7,000 a year. Another owner agreed to reduce the rent from \$500 to \$300 a month, if the proprietor would conduct the place as a hotel for men only; while in a Brooklyn case the rent was reduced from \$200 to \$135 a month. It is pleasant to relate that in some instances the elimination of objectionable business has resulted in more than a compensating increase of business of the proper kind. On the other hand, many owners vigorously protested to the Committee that their leases provide for the maintenance of proper conditions and that, if the law is being violated, it is the duty of the Police and District Attorney to prosecute. They likewise vigorously oppose any suggestion looking to reduction of rent, refusing to accept the financial loss which, in some instances, results from the elimination of disorderly or improper business.

A conviction of "disorderly" enables the owner to terminate his lease and dispossess the objectionable tenant. Frequently, however, he will bring such a dispossession action and then immediately execute a new lease to some individual connected with the previous lessee. Such a case was brought to the attention of Chief Magistrate McAdoo, who forthwith issued subpoenas in John Doe proceedings. When the owner found himself face to face with a possibility of being convicted of keeping and maintaining a disorderly house, genuine dispossession proceedings were brought in the Municipal Court with satisfactory results. Each case has

been carefully watched by the Committee. This has been found to be one of the most effective lines of endeavor.

The Committee also addressed itself to the holders of mortgages on property used for disorderly purposes, asking that no further accommodation be extended to the mortgagors and that, before any renewal or extension of such a mortgage, the Committee be given opportunity to present the facts upon which its complaint was based. Two mortgages were found about to expire and in both cases a refusal to renew was secured. This has resulted in a query from a much pressed disorderly hotel proprietor as to the limits of the Committee's efforts against him.

RACE PROBLEMS.

The proper treatment of places conducted by colored men, or of places to which persons of both sexes and both races resort, has proved a difficulty. In the case of places frequented only by Negroes, it has been necessary to secure a reliable investigator of that race. Various methods have been attempted in the past and considerable leniency shown to the proprietors, but little good can be said to have resulted. Last year the Committee forced the closing of two very low resorts on West 37th Street, and this year it refused to withdraw its protest against two other places of better grade, but, in the Committee's opinion, fully as dangerous. In this decision it was advised by colored men well versed in the problem and its difficulties. This was particularly helpful, because the claim has been made by the proprietors of such resorts that the Committee is prejudiced against the colored man.

OTHER BOROUGHES.

Brooklyn.

The work in the Borough of Brooklyn has been done with the advice and assistance of an Auxiliary Committee consisting of the following:

Dr. Robert L. Dickinson, Chairman.
Rev. John Howland Lathrop, Vice-Chairman.
Mr. David H. Lanman, Treasurer.
Mr. James Jenkins, Jr., Secretary.
Mr. John B. Creighton.
Mrs. Robert L. Dickinson.
Mr. Darwin R. James, Jr.
Mr. Josiah O. Low.
Mrs. Frederick B. Pratt.
Miss Anna B. Van Noort.

Funds have been received specifically for Borough work, disbursements being made by the Auxiliary Committee's Treasurer, the report of which is given under "Treasurers' Reports."

The work during the first part of the year was confined largely to the suppression of objectionable conditions on a particular corner which especially interested a considerable number of influential persons. The Committee brought a civil case, in the name of the owners of adjoining property, to dispossess the disorderly tenant. The case was decided against the Committee, the Judge holding that the plaintiff had failed to prove a continuance of the disorderly conditions which had previously been proved to exist. It was impossible to begin the action sooner, because of delays in the criminal case, or to get at the later time evidence such as the Judge required. As a result of a good deal of effort, the Excise Department finally succeeded in having imposed a small part of the penalty which this place should have incurred as the result of the criminal conviction. The owner of the property has again assumed control and represents that

he will run it in a manner satisfactory to all interested parties.

Throughout the year repeated complaints were made to the Excise Department of its failure to secure the imposition of penalties as the result of disorderly convictions. These cases were brought to the attention of the Department from time to time, but the delays were so great as to make the penalties ineffective. In one case the action dragged on from month to month with stays and appeals, so that the penalty became a matter of a few weeks instead of twelve months. In another case the Department by inadvertence sued the wrong man, and, before the error could be corrected, the time limitation for such action had expired. That limitation also saved a Coney Island case from incurring the legal penalty. In one instance the appeal from the criminal conviction was not argued until eleven months after the conviction, and the decision by the Appellate Division sustaining the conviction was not made until five months later. There are still pending in the County Court some twelve disorderly house cases gotten at Coney Island when President Mitchell was Acting Mayor.

This was the first year the Committee had a Protest List of Coney Island places. These cases were found to be particularly hard to handle, because the short season made the brewer's control through a license loan very slight. Also the small value of the buildings in most of the cases gave no value of good will to a particular location, thereby destroying the effectiveness of the place penalty. One proprietor, twice forced out by criminal convictions preventing the continuance of traffic, simply moved to an adjoining site. The Committee refused to accept on probation certain places, which the summer's experience proved to be wise. Two of the proprietors accepted on probation failed completely to keep their promise, although repeatedly called to account through the brewer. Perhaps the most successful result of the first year was the case of a well-known concert hall, where the tone of the show was completely changed.

Queens.

The work of the Committee was extended into Queens County this year for the first time; a considerable part of the work being done in co-operation with the Committee on Amusements. The protest list was a comparatively short one, but it is hoped that by its means the chief causes of complaint have been removed. An unaccustomed difficulty was found in the fact that the license tax and the bond were so small as to make the Committee's protest relatively ineffective. Furthermore, the buildings, especially at North Beach, were little more than "shacks," and even the land was so cheap that the fear of the "penalty on the place" lost effectiveness. It is hoped to investigate all the Long Island City hotels next year.

LOCAL ASSOCIATIONS.

The Committee co-operated with four local improvement associations: Gramercy, Chelsea, Clinton, and the Welfare Committee of the Jewish Community (Kehillah). The excellent work of the Gramercy Neighborhood Association has continued. Its organization has been extended to cover a large field of work and a permanent secretary has been employed. Four notorious hotels in that district have been closed and a large amount of excellent work in connection with street and tenement house prostitution and disorderly houses accomplished. The Chelsea District Association has outlined a comprehensive program and is well organized, while Clinton has made vigorous protest against the encroachment of the "red lights" in the district north of 42nd Street and west of Broadway.

The Kehillah, which has been lately started on the East Side, has undertaken a great deal of work in connection with disorderly saloons, more specifically those that are the resorts of gangsters and gamblers, and has adopted many of the methods of the Committee of Fourteen. With all these associations complete co-operation has been established, and it has been found that such associations are a most valuable aid in the general city problems. These

associations are especially effective in securing attention from the courts and public officials in cases occurring in their own localities. Efforts will be made to stimulate the organization of similar associations in other parts of the city.

RELATED COMMITTEES.

The co-operation with the Committee on Amusements of Working Girls has increased, Mrs. Israels, its Chairman, having been elected a member of the Committee of Fourteen, and the General Secretary of our Committee, a member of its executive board. This co-operation has been particularly opportune and effective because of the spread of improper dancing which, when particularly bad, makes the place disorderly.

Miss Maude E. Miner, Secretary of the New York Probation Society, has also become a member of the Committee of Fourteen, while our Executive Secretary has co-operated with that Society in securing adequate evidence and sentences in the cases of men supported by women leading an immoral life.

The General Secretary is also a member of a Special Committee to secure the House of Detention for Women, as provided in the Inferior Criminal Courts Acts, and of the "Little Tin Plate" Committee, which drafted and introduced the Name Plate ordinance.

The Committee has also crossed membership with the Church Mission of Help, the Courts Committee, The Laity League, The Travellers' Aid Society, and The Prophylaxis Society. Further, this Committee is represented on the Citizens' Committee, the result of the Cooper Union Mass Meeting of August.

PROPOSED LEGISLATION.

It has been the policy of the Committee thoroughly to test the effectiveness of existing laws rather than to seek new legislation. The Committee believes, however, that the time has now come to amend the laws in certain particulars with a view especially of placing the incidence of the penalty on the owners of property socially misused.

I. Excise Law.

The Committee has maintained from the outset that the chief cause of the conditions which caused its formation was a failure of the State properly to enforce the Excise Law. That law provides a fine police machine, but the Legislature has failed to provide the funds to run it. As a result there has been practically no enforcement of the Excise Law; sales on Sundays and out of hours have been of continual occurrence, disorderly conditions have been permitted to grow up and increase, gambling has not been suppressed; what little use has been made of the enforcement provisions of the law has been merely to increase the revenue. Despite the concurrence of Governor Hughes with this criticism of the Excise Department in a conference held with this Committee and the then Commissioner of Excise, up to the present time no administration has made any effort to secure the increase of appropriation necessary for a real enforcement. Commissioner Farley, following the conference with him last August, already referred to, has now drafted a measure providing the means to double his present force of agents. Such an increase, if all are competent men, should enable the Excise Department properly to police the sale of liquor in the State, which would go a long way towards eliminating saloon graft from the local police departments and repress the social evil which has become so closely related to the saloon. The Committee will co-operate in the effort to secure such an amendment in proper form.

II. Tenement House Law.

What was believed to be the most effective law secured by the Committee of Fifteen was a provision in the Tenement House Act imposing a penalty of \$1,000 upon the owner of the property, provided he fail to dispossess immoral tenants. In actual experience this penalty has never been collected, although for a while the fear of it was effective in remedying conditions. The Committee proposes an amendment which will hold an owner previously warned by the conviction of a tenant, subject to the fine, unless he can show that he has used due diligence to exclude improper persons from his tenancy.

III. Injunction and Abatement Law.

It is proposed to secure a law, similar to that now in effect in Iowa and Nebraska, which, declaring disorderly houses a nuisance, secures their suppression by injunction and abatement order. Should the owner of the property so enjoined, permit his property again to become a nuisance within a year, he renders himself subject to a severe penalty by summary proceedings (trial without jury). Penalizing of the place has been found so useful under our present Excise Law that its extension to all forms of social nuisances seems likely to be most beneficial; indeed the reports received from Iowa show that by such a law the "Red Light" districts have been effectively suppressed.

IV. Name Plate Ordinance.

The Committee is supporting the so-called "Little Tin Plate" or Owners' Name Ordinance, which provides that a plate containing the name and address of the owner shall be placed upon every building used as a hotel, saloon, dance hall, etc. Also where there has been a conviction of gambling or prostitution in any building, the plate shall be erected and maintained thereon for one year thereafter.

V. Hotel Ordinance.

The Excise Law contains certain provisions affecting hotels certificated to sell liquor, while the Election Law contains certain provisions regulating lodging; but there is at present no definite regulation of hotels as such. To fill this void and to provide a more effective weapon to regulate hotels, the Committee will seek to secure from the Board of Aldermen a hotel ordinance which may render it more easy to control or suppress disorderly hotels.

VI. Massage Parlor Law.

The so-called massage parlors are nothing more nor less than infamous resorts, generally in tenements, which publicly advertise themselves without let or hindrance. To check this evil, the Committee proposes the very natural and common-sense remedy of giving the Health Department power to control and regulate massage parlors and operators. Proper regulations by the Department should remove this evil entirely.

SUMMARY.

I. During the year the Committee enlarged its scope and its membership.

II. It secured an amendment to the Excise Law perfecting the penalty upon the place.

III. It caused the Excise Department to remedy several serious failures and omissions.

IV. It was instrumental in securing an increase of prison sentences and a decrease of fines in disorderly house cases in Special Sessions, and in prostitution cases in the Women's Courts.

V. It secured increased co-operation from Surety Companies, Brewers and Owners, resulting in closing many evil resorts.

VI. It has co-operated with kindred organizations and neighborhood associations, to the general improvement of conditions.

VII. It has formulated a definite legislative program, especially advocating penalties for the misuse of property; which legislation, if secured, will greatly increase the opportunity for effective work.

For the Committee,

JOHN P. PETERS,

Chairman.

FINANCIAL STATEMENT.

TREASURERS' REPORT.

We certify that the following Treasurers' statements of balances and of receipts and expenditures for the nine months ended September 30th, 1912, are correct according to the books and accounts.

November 13, 1912.

PERINE & NICHOLS, Accountants,
149 Broadway, New York City.

New York.

Balance, December 31, 1911..... \$ 58.08

Receipts:

Contributions—Guarantee Fund to Sept. 30, 1912.....	\$6,250.00
Contributions—Guarantee Fund Advance Payments.	4,350.00*
Contributions—Other.	1,338.00
Interest on bank balances.....	68.30

Total Receipts	12,006.30
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\$12,064.38

Expenditures:

Salaries—Executive	\$3,662.49
“ Clerical	726.42
Office rent	400.00
Stationery	206.28

Investigation expense—

General	\$363.13
Queensborough	58.25
Law Committee	20.34

441.72

Telephone	193.90
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Carfare	\$	59.35	
Postage		98.63	
Appeal expense		14.98	
Reports		89.00	
Traveling expense		35.80	
Painting and papering office....		31.40	
General		120.59	
Total expenses	\$	6,080.56	
Office furniture purchased.....		196.40	
Total expenditures			6,276.96
<i>Transferred to Brooklyn Auxiliary</i>			
<i> iary</i>			100.00
Balance, Sept. 30, 1912:			
Cash on hand.....	\$	25.00	
Garfield National Bank....		1,312.42	
		\$1,337.42	
Bankers' Trust Co.....		4,350.00*	
			5,687.42
			\$12,064.38

FRANCIS LOUIS SLADE, Treasurer.

*Advance payments received and deposited with the Bankers' Trust Co. representing an arbitrary apportionment of the Guarantee Fund to the period subsequent to Sept. 30, 1912.

Brooklyn Auxiliary.

Balance, Dec. 31, 1911..... \$.35

Receipts:

Contributions \$325.00

Advance in 1911 returned..... 6.80

Total receipts 231.80

Transferred from N. Y. account. 100.00

\$432.15

Expenditures:

Salaries—Clerical \$ 33.96

Investigation expense 357.60

Postage 3.60

Traveling expenses 13.50

Total expenditures \$408.66

Balance, Sept. 30, 1912:

Garfield National Bank..... 23.49

\$432.15

DAVID H. LANMAN, Treasurer.

CONTRIBUTORS: JANUARY-SEPTEMBER, 1912.

New York.

Alexandre, J. Henry.....	\$ 5.00
Bliss, Mrs. William H.....	20.00
Brewster, Robert S.....	100.00
Brown, Dr. William Adams.....	25.00
Burke, Thomas P.....	5.00
Butler Bros.	10.00
Butler, Miss Virginia.....	10.00
Carnegie, Andrew	1,000.00
Clark, Prof. John B.....	3.00
Colgate, Gilbert	25.00
Colgate, William	25.00
Collins, Charles	20.00
Courtney, Rt. Rev. Frederick.....	100.00
Cutting, R. Fulton.....	250.00
Dodge, Cleveland H.....	50.00
Dodge, Miss Grace H.....	25.00
Douglas, Dr. James.....	10.00
Ewen, Miss Eliza M.....	10.00
Fackler, David Parks.....	10.00
Ford, James B.....	1,000.00
Frank, Alfred	10.00
Grace, Joseph P.....	500.00
Hadden, Mrs. Harold F.....	20.00
Harkness, Edward S.....	1,000.00
Harrison, Mrs. Mary L.....	15.00
Hearn, James A. & Bro.....	25.00
Hodges, Harrison Blake.....	5.00
Hoe, Mrs. Richard M.....	15.00
Hopping, A. Howard.....	2.00
Hoyt, John Sherman.....	25.00
Jackson, Rev. Saml. M.....	10.00
James, Arthur Curtiss.....	50.00
James, Mrs. D. Willis.....	1,000.00

Julier, H. S.....	\$ 10.00
Kennedy, Mrs. John S.....	1,000.00
Kingsley, William M.....	25.00
Kunhardt, Wheaton B.....	10.00
Langdon, Woodbury G.....	25.00
Lee, Frederic S.....	10.00
Low, Seth	100.00
Lyman, Frank	25.00
Marwick, James	10.00
Meserole, Mrs. J. V.....	3.00
Mott, William F.....	10.00
Mulry, Thomas M.....	125.00
Olcott, Mrs. E. E.....	5.00
Openhym, Wilfred A.....	5.00
Parsons, John E.....	25.00
Peters, Dr. John P.....	25.00
Peters, William R.....	100.00
Planten, John R.....	10.00
Pratt, John T.....	20.00
Punnett, James	25.00
Rockefeller, John D., Jr.....	1,000.00
St. Michael's Church.....	25.00
Sachs, Prof. Julius.....	15.00
Schiff, Jacob H.....	250.00
Schiff, Mortimer L.....	250.00
Seligman, Isaac N.....	250.00
Slade, Francis Louis.....	250.00
Slattery, Dr. Chas. L.....	50.00
Stetson, Francis Lynde.....	100.00
Stimson, Henry L.....	50.00
Stokes, Miss O. E. P.....	750.00
Straus, Frederick	50.00
Straus, Isador	250.00
Thorne, Samuel	35.00
Tuckerman, Alfred	25.00
Villard, Mrs. Henry.....	10.00

Warburg, Paul and Felix M.....	\$ 500.00
Ward, Artemas	100.00
Warren, Mrs. E. Walpole.....	15.00
Watson, Mrs. J. Henry.....	10.00
Woerischoeffer, Mrs. Anna.....	1,000.00
Zabriskie, Mrs. George.....	5.00
	<hr/>
	\$11,938.00
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Brooklyn.

Booraem, Mrs. John V. V.....	\$ 10.00
Forbes, Miss Hannah E.....	10.00
Merritt, Mrs. James H.....	5.00
Morse, Mr. Horace J.....	100.00
Peabody, Mr. George Foster.....	25.00
Pratt, Mrs. Frederick B.....	100.00
Putnam, Mr. William A.....	25.00
White, Miss Frances E.....	25.00
Zabriskie, Mrs. Cornelius.....	25.00
	<hr/>
	\$325.00
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THE COMMITTEE OF FOURTEEN IN NEW YORK CITY

ORGANIZED JANUARY, 1905
INCORPORATED FEBRUARY, 1907
RE-ORGANIZED FEBRUARY, 1912

OFFICE:
27 EAST 22ND STREET
NEW YORK CITY



THE COMMITTEE OF FOURTEEN

THE COMMITTEE.

1912-1913.

MR. GEORGE W. ALGER.
MRS. WILLIAM H. BALDWIN.
DR. LEE W. BEATTIE.
HON. WILLIAM S. BENNET.
DR. WILLIAM ADAMS BROWN.
PROF. FRANCIS M. BURDICK.
MRS. JOHN M. GLENN.
MRS. BARCLAY HAZARD.
MRS. CHARLES H. ISRAELS.
MR. EDWARD J. MCGUIRE.
DR. H. PEREIRA MENDES.
MISS MAUDE E. MINER.
DR. HENRY MOSKOWITZ.
MR. THOMAS M. MULRY.
DR. JAMES PEDERSEN.
DR. JOHN P. PETERS.
MR. GEORGE HAVEN PUTNAM.
MR. ISAAC N. SELIGMAN.
MRS. V. G. SIMKHOVITCH.
MR. FRANCIS LOUIS SLADE.
MR. LAWRENCE VEILLER.
MR. FREDERICK H. WHITIN.
MR. ALBERT H. WIGGIN.

Elected October 30, 1913.

DR. BERNARD DRACHMAN.
MRS. FREDERIC B. PRATT.
MR. JAMES B. REYNOLDS.

THE COMMITTEE OF FOURTEEN

1913-1914.

OFFICERS OF THE COMMITTEE.

Chairman.

DR. JOHN P. PETERS, 225 West 99th Street.

Vice-Chairman.

MR. EDWARD J. MCGUIRE, 51 Chambers Street.

Treasurer.

MR. FRANCIS LOUIS SLADE, 115 Broadway.

General Secretary.

MR. FREDERICK H. WHITIN, 27 East 22d Street.

Executive Secretary.

MR. WALTER G. HOOKE, 27 East 22d Street.

Directors.

DR. JOHN P. PETERS, *Chairman.*

MR. GEORGE W. ALGER.

DR. LEE W. BEATTIE.

HON. WILLIAM S. BENNET.

DR. WILLIAM ADAMS BROWN.

PROF. FRANCIS M. BURDICK.

MRS. JOHN M. GLENN.

MRS. BARCLAY HAZARD.

MR. THOMAS M. MULRY.

MR. EDWARD J. MCGUIRE.

MR. GEORGE HAVEN PUTNAM.

MRS. V. G. SIMKHOVITCH.

MR. FRANCIS LOUIS SLADE.

MR. ALBERT H. WIGGIN.

Law Committee.

MR. EDWARD J. MCGUIRE,

Chairman.

MR. GEORGE W. ALGER.

HON. WILLIAM S. BENNET.

PROF. FRANCIS M. BURDICK.

MR. LAWRENCE VEILLER.

Finance Committee.

MR. ISAAC N. SELIGMAN,

Chairman.

MR. THOMAS M. MULRY.

MR. GEORGE HAVEN PUTNAM.

MR. ALBERT H. WIGGIN.

MR. FRANCIS LOUIS SLADE

(*ex officio*).

THE COMMITTEE OF FOURTEEN

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SUMMARY OF ACCOMPLISHMENT.

1913.

I. Desirable amendment to Tenement House Law secured, extending the scope of "prostitution section" and increasing the liability of owners for misuse. (Page 8.)

II. The above amendments made effective by securing complete co-operation between Police, Courts and Tenement House Department. (Page 14.)

III. Amendment secured making criminally liable the owner *who leases* his property for purposes of prostitution. (Page 10.) Conducted successful preliminary campaign for Red Light Injunction and Abatement Law. (Page 11.)

IV. Police (State Excise and Local) advised, urged and assisted to effective action. (Pages 18 and 21.)

V. District Attorney assisted in the prosecution of cases in Magistrates' Courts, Special Sessions and on appeal. (Pages 24 and 27.)

VI. Co-operation with Surety Companies and Brewers continued with increased effectiveness and results. (Pages 32 and 35.) Extended to Queens Borough. (Page 39.)

VII. Program of work and efforts revised and broadened as the year's experience showed to be advisable. (Page 42.)

REPORT OF
THE COMMITTEE OF FOURTEEN.

September 30, 1913.

LEGISLATION.

During the Legislative Session of 1913, this Committee made vigorous efforts to secure amendments to strengthen the laws against the immoral uses of property. Increased responsibility of owners is recommended by all Vice Commissions as the most effective means of repressing Commercialized Prostitution. The Committee's efforts resulted especially in amendments to the sections in the Tenement House Law against prostitution and to Section 1146 of the Penal Code (disorderly houses).

AMENDMENTS SECURED.

Tenement House Law:

1. The uses to which a tenement may not be put are contained in Section 109. This section the Committee's bill amended, so as to include prostitution among the forbidden uses. Through the general provisions of the Tenement House Law (Sec. 124) the amended law now imposes upon the owner of a house, a penalty of \$50.00 for each conviction of prostitution secured therein.

2. The liabilities of an owner of a tenement whose tenants may be prostitutes are specified in Sections 153 and

For a brief statement of the Committee's purpose and work see inside of rear cover of this Report. A comprehensive statement of the purposes of the Committee and the results of its work, is given in the Annual Report for 1912.

154. Under the existing law, the penalty of \$1,000 on the house, therein provided, had never been collected, although a number of tenements had been used by prostitutes for years. To make this penalty practicable the following amendment was enacted:

A tenement house shall be deemed to have been used for the purpose specified in the last two sections [a house of prostitution or assignation] with permission of the owner, agent and lessee thereof in the following cases: . . . *if there be two or more convictions [of prostitution] in the same tenement house within a period of six months.*

This amendment puts the burden of proof upon the owner, requiring him to show that he took reasonable precautions to admit only proper tenants, and will make it much more difficult for the absentee landlord to escape his responsibility.

3. The criminal section (150) of the same law read: "A woman who solicits any man or boy to enter a tenement house for the purpose of prostitution." This was amended to read: "*A person* who solicits *another*," etc. Under this amendment the magistrate may summarily convict men who solicit business for disorderly women in tenements, or live with them there.

4. This last section (150) was also amended to include the crime of keeping a disorderly house in a tenement. Before this amendment was secured, the inmates of a disorderly house in a tenement were charged before the magistrate with being "vagrants" while the proprietress or "madam" was charged, after some delay, in the Court of Special Sessions, with having committed a misdemeanor. As delays always favor defendants, it occasionally happened that the "madam" was acquitted while the prostitute who had worked for her was sent to the workhouse. Very frequently, although convicted, she received

a much smaller sentence for a legally greater crime. The amendment ends these inequalities. While the maximum sentence under the Tenement House Law (six months in the Workhouse) is considerably less than that for a misdemeanor, it is optional with the prosecuting officer under which law the offender shall be charged, so that in particularly flagrant cases, the defendant can be arraigned as formerly and be liable to the heavier sentence (one year and \$500 fine).

These amendments, having the support of Commissioner John J. Murphy of the Tenement House Department, of the Tenement House Committee of the Charity Organization Society, and of other civic bodies, were introduced for this Committee by Senator Henry W. Pollock and passed without opposition.

Penal Law:

Experience showed that under the existing form of Section 1146, (disorderly house) of the Penal Law, it was extremely difficult to convict an owner of permitting his premises to be used for purposes of prostitution. The words "knowingly permits any house or room to be so used," were interpreted to require not only evidence of the owner's knowledge but also evidence of such use of the premises. With the advice and assistance of Assistant District Attorney Smith, the Committee drafted an amendment to the effect that

whoever as owner, agent or lessor shall agree to *lease* or rent, or contract for letting any building or part thereof knowingly or with good reason to know that it is *intended* to be used for any of the uses or purposes herein prohibited [prostitution] shall be guilty of a misdemeanor.

A further amendment extended to persons convicted in New York City, under this section the fingerprint identi-

THE COMMITTEE OF FOURTEEN

fication which has proved of such great value in the Women's Court. These amendments also were introduced by Senator Pollock and passed without opposition.

Code of Civil Procedure:

Mention should be made in this connection of an amendment to the Code of Civil Procedure, introduced by Senator Wagner, and passed, strengthening those sections (2231, 2235 and 2237) of the Code, providing for the dispossession of tenants who use leased premises for purposes of prostitution. This amendment makes possible the bringing of such proceedings by domestic associations organized for the suppression of vice, and holding a certificate from the State Board of Charities of conformity with the Board's rules and regulations. This Committee has made application for the inspection which must necessarily precede the issuance of such certificate.

Inferior Criminal Courts Act:

The Legislature also passed several desirable amendments to the Inferior Criminal Courts Act, which were drafted by the magistrates and the Courts Committee of the Charity Organization Society. The amendments so secured of special interest to this Committee, were (1) the abolition of the fine as a disposition in soliciting cases; (2) the extension of commitments to the State Reformatory for Women at Bedford, of women convicted of tenement house prostitution and (3) the removal of the age limitation for such commitments.

LEGISLATION SOUGHT BUT NOT SECURED.

Injunction Law:

Believing that the Injunction and Abatement Act in force in Iowa would be equally effective in New York,

this Committee drafted a similar bill which was introduced in both houses of the Legislature by the leaders of the majority party. This bill was passed without opposition in the lower House; in the Senate it was incorporated into the General Health Law and referred to the Committee on Health. Senator Seeley, Chairman of the Committee, was the only legislator openly opposed to the bill. After some delay in Committee, the bill was passed unanimously by the Senate. Senator Seeley's opposition, however, was fatal, the bill being passed too late to secure the necessary additional Assembly action.

Excise Law:

This Committee advocated an amendment to the Liquor Tax Law enabling the Excise Commissioner to appoint an increased number of special agents and thus assume the obligation of law enforcement rightfully resting upon him. Commissioner Farley introduced a bill for this purpose late in the Session. Probably it would not have passed, even if introduced earlier, because of the retrenchment policy which the State leaders had adopted.

The late Mayor of New York held rightly, we believe, that the duty of enforcing the regulative provisions of the Liquor Tax Law rests primarily on the State Commissioner of Excise. During the administration of Mayor Gaynor, who initiated the police policy consequent upon this view, the cases of violation of the Liquor Tax Law brought by the municipal police fell from 3476 in 1909 to 854 in 1912. Only in exceptional cases are arrests now made for excise violation, being intended as a warning to the saloon proprietor of some other violation of which legal evidence is not obtainable. The Excise Commissioner, however, with only 60 agents for the entire State, the force at present provided by the State law, cannot police the traffic if he would; consequently the law is not enforced. This Committee

proposes to continue seeking to secure what seems to it an adequate force of State agents.

In general, the support received for this Committee's measures from members of both branches of the Legislature, was very gratifying. Senator Wagner, particularly, devoted a great deal of time in the closing hours of the session, when there were unusual demands on him as Majority Leader of the Senate, in an effort to pass the Injunction Bill. The fact that bills were from the Committee of Fourteen secured the assistance of the leaders in both houses. The thanks of the Committee are publicly given to Lieutenant-Governor Wagner, Senator Pollock, Speaker Alfred Smith, and to the Majority and Minority Leaders of the Assembly, Aaron J. Levy and Harold J. Hinman.

ORDINANCES.

"Name Plate":

The effort to secure the adoption by the Board of Aldermen of an ordinance requiring owners to erect and maintain at the principal entrance of their buildings a plate bearing their names and addresses popularly known as Father Curry's "Little Tin Plate", was not successful. At the hearing on the ordinance this Committee's General Secretary cited instances where the owners of hotels used for immoral purposes were well-known public men, and expressed his belief, that were the facts known, as they would be under the proposed ordinance, the character of these places would change immediately. While the owners were not named, the suggested publicity had its effect, and the hotels referred to are now closed, or else properly conducted. It is worthy of note that the owners of large property, the Trinity corporation, the Astor Estate, George Ehret, etc., did not oppose the proposed ordinance. Nevertheless, the Aldermanic Committee felt that this measure

was too drastic for application in the largest city in the Western Hemisphere. Accordingly, a less drastic ordinance was drafted, and introduced by Alderman Folks, of the passage of which in the near future the Committee, is hopeful.

On the opposite page appears a picture of a hotel with the facts as would be given on the name plate, was the proposed ordinance enacted. It may be noticed that some of the windows are apparently barred; in reality these are the heads of the beds, so small and so crowded are the rooms. It is evident that this particular hotel is one of those mentioned by George J. Kneeland¹ as a persistent offender which so far has avoided successfully serious difficulties.

TENEMENT HOUSE DEPARTMENT.

The amendments to the Tenement House Law secured by this Committee with the assistance of Commissioner Murphy have already been explained. These amendments were secured at a most opportune time, for with the closing of the town as described in the section on the Police Department, the disorderly women have largely resorted to flats and cheaper apartment houses to continue their business. This does not mean, however, that there has been a return to the conditions existing on the East Side during the "Devery régime." These women at the present time are living chiefly in flats in the Tenderloin and around 108th street and Manhattan Avenue.

The constitutionality of these amendments will undoubtedly be tested in the Courts on the ground that such penalties cannot be imposed unless the owners can be shown to have knowledge of the violation. It should be clearly understood that these are civil penalties and not criminal, and it is believed by those experienced in

¹ *Commercialized Prostitution in New York City*, New York, 1913.

THE COMMITTEE OF FOURTEEN



NAME PLATE WHICH WOULD APPEAR ON THIS BUILDING
UNDER PROPOSED ORDINANCE

Owner of Ground

HAMILTON FISH CORPORATION
52 Wall St., N. Y. City

WM. E. ROGERS, President
37 Liberty St.

STUYVESANT FISH, Secretary
25 East 78th St.

Owner of Building

MRS. DORA KLAUSNER

206 East 17th St.



A TENEMENT OCCUPIED BY DISORDERLY WOMEN

Convictions June 16, 1913; July 2, 1913; Aug. 11, 1913

such legal matters that these penalties are constitutional in the case of property used for tenement purposes.

Under the amended law, the Tenement House Department in co-operation with the Corporation Counsel is proceeding to collect from the owners, the penalty of \$50 for violations of Section 109 (Prostitution in a Tenement House). Convictions secured by the Police furnished the Department with the necessary evidence as follows:

1913, June	35 cases
July	30
August	43
September	46

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Under Section 153, as amended, the Department is also bringing actions to recover the penalty of \$1,000 imposed where two convictions of prostitution have occurred in the same house within six months.

Such convictions have occurred at the following addresses:

*216 West 30th Street	229 West 40th Street
257-259 West 36th Street	*267 West 40th Street
258 West 37th Street	*243 West 41st Street
*330 West 37th Street	¹ 100 West 61st Street
*338 West 37th Street	200 Manhattan Avenue
*340 West 37th Street	

The houses marked (*) in the above list are occupied by colored families.

The following table shows the comparative number of arrests in the past two years for prostitution in tenements and the disposition of the cases. Attention is called particularly to the steady increase throughout the year in the number of these cases. The dispositions, with rare excep-

¹See picture on opposite page.

THE COMMITTEE OF FOURTEEN

tions, are adequate to the purpose of the law, the driving of prostitutes out of the tenements.

VIOLATIONS OF SECTION 150 OF THE TENEMENT HOUSE LAW
(VAGRANCY-PROSTITUTION).

	Arrests 1911-1912	Arrests 1912-1913
October	14	21
November	10	26
December	5	17
January	10	41
February	14	36
March	15	27
April	12	59
May	15	44
June	15	50
July	11	49
August	20	63
September	18	73
	<hr/>	<hr/>
Total	159	506

DISPOSITIONS.

October, 1912-September, 1913.

Discharged	115
Workhouse 6 months	144
Workhouse less than 6 months	177
Probation	40
Institutions	13
Other dispositions	17
	<hr/>
Total convictions	391
	<hr/>
	506

The convictions in the above table are included in the report of the Identification Bureau on Page 25. During

the first two years these cases constituted less than 4% of the total number of women so identified. In 1912-1913 they constituted 14% while in September, 1913, of the 180 persons so identified, 30% were violators of the Tenement House Law. Because of this increased proportion the Identification Bureau is now reporting these cases separately. The reports show that those convicted of this offense, and identified as first offenders are in a much larger proportion than in the loitering and soliciting cases. This would seem to indicate that the women in the tenement had, if previously in the "life," been inmates of disorderly houses.

During the year the magistrates amended their requirement of evidence and convicted under Section 150, women who *offered to commit* prostitution, without the commission of a more overt act. These convictions were affirmed on appeal by General Sessions Judges Foster and Rosalsky who based their opinion upon the definition of prostitution in the Standard and Century Dictionaries, according to which an offer is equivalent to the act. This change in the requirement of the Court is especially valuable from the moral point of view for there is considerable protest against young police officers being subjected to the temptations necessary, under the previous requirement as to evidence.

Judge Rosalsky has also affirmed a conviction where The People failed to prove the tenement house to be, at the time of the alleged crime, actually occupied by three families—in the particular instance, the third apartment was untenanted and untenantable. The Judge bases his opinion on Section 11 of the Law, which reads:

wherever the words "is occupied" are used in this chapter, applying to any building, such words shall be construed as if followed by the words "or is intended, arranged or designed to be occupied."

This decision will be of great assistance because it is difficult at times to prove that there is cooking "separately and apart" as required in the main definition. Many of the apartment houses in which the prostitutes now live are equipped with kitchenettes or are occupied almost exclusively by persons who do not constitute families.

In a raid on a disorderly tenement made during the year the Police secured the list of male customers and their addresses, together with the name, physical description and telephone call number of girls. A case against the agent of a 7-story elevator apartment house in West 50th Street was made by Inspector Dwyer after a great deal of effort, with the assistance of the priests connected with a church in 49th Street. Later it was found that the real owner was a prominent Fifth Avenue merchant. The case was bitterly fought in the Magistrates' Court, the defendant being represented by very distinguished counsel. The trial of the case has been so long delayed in Special Sessions that it is feared some of the witnesses may not be available. At the time the arrest was made it was announced from the District Attorney's office that the real owner would be prosecuted, but while, in the opinion of the Committee's Secretaries, the evidence was sufficient to prove guilty knowledge, on his part no action has been begun. This failure has been one of the disappointments of the year, as a prompt trial, if resulting in conviction, would surely have had great effect upon the owners of other high-priced apartments, used almost exclusively for immoral purposes.

EXCISE DEPARTMENT.

Commissioner Farley in his Annual Report made this declaration: "It is proposed to continue the work already begun by preventing any licensed place from becoming disorderly." During the past year the Department has successfully prosecuted two actions in Manhattan and

THE COMMITTEE OF FOURTEEN

the Bronx to revoke liquor tax certificates on the ground that the premises had been permitted to become disorderly. As a result these places cannot traffic in liquor for one year.

There are certain immoral places where, because of the manner in which they are conducted, it is impossible for the Department to secure the evidence required for revocation of the license on the ground that the premises were permitted to be disorderly. This makes impossible the imposing of "a penalty upon the place." However, the Department by bringing an action for other violations, is enabled to impose other penalties not so severe. During the year the Department brought nine revocations at this class of place and fourteen actions to recover the penalties of the bond (\$1,800). As a result of the co-operation between this Committee and the Brewers and Surety Companies, the proprietors of these places having given a "cash bond" as it is explained later, were unable to shift any part of the loss on the brewer or surety company as is done ordinarily.

The beneficial results of the Commissioner's actions against these immoral places is shown by the considerable decrease this year, October 1913, in the number of places which refused to comply with this Committee's requirements. Whereas a year ago 60 such places were reported, this year there are but 41; a reduction of 19 disorderly or immoral places secured by this means. The Department also, through actions to recover the bond penalty, imposed an additional burden upon the proprietors in the 13 convictions in the Court of Special Sessions for keeping a disorderly house at premises licensed to sell liquor.

The Commissioner failed to bring actions to recover the penalties of the bonds in three instances where he had successfully revoked the license on the ground that the premises had been permitted to be disorderly. Inasmuch as these places were notoriously evil, the Committee can-

not but feel that this omission is serious dereliction. The Department also repeated the mistake of the previous year in failing to bring revocation proceedings until so late in the year that the certificates had lost most of their value.

During the year the Commissioner also secured the revocation of 11 certificates and the penalties of 55 bonds at places where it is not known to the Committee that immoral conditions existed.

The Commissioner has continued to direct his attention to unlicensed traffic and the amendments introduced by him during the legislative session were in this connection. He successfully opposed the many attempts made to weaken the penalties of the law.

*Penalized Places.*¹

Revocation actions were brought successfully against the following hotels, it being proved that they had been permitted to be disorderly:

198 Eleventh Avenue, August 22, 1913.

205 West 54th Street, September 23, 1913.

Bond actions² were brought successfully against the following places, this Committee having made complaint of disorderly or immoral conditions:

2xx Bowery xx East 110th Street East 1xxth Street and River Avenue 4xx Fourth Avenue 2xx1 Lexington Avenue 2xx9 Lexington Avenue 1xx5 Third Avenue	2xx3 Third Avenue 4xx West 23d Street 3xx West 42d Street 1xx-1xx West 49th Street 3xx West 125th Street 1xx1 Westchester Avenue 1xx Willet Avenue
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¹ Traffic in liquor cannot be continued for one year after it has been legally proved that the premises were permitted to be disorderly.

² The bond which accompanied the application for the liquor tax certificate for these premises is known as a "cash bond." This is really a certificate of deposit of a State Depository endorsed to the State Commissioner and requires an actual deposit of \$2,000 cash.

THE COMMITTEE OF FOURTEEN



STREET SCENE, EAST SIDE

The man's hat is off not to be polite, but because the day is hot



A HARLEM DIVE REFORMED

POLICE.

The same co-operation with the Police Department now exists under Commissioner Waldo as existed under Commissioner Bingham and Commissioner Cropsey.

The change in the outward moral conditions of the city noted in the last report as occurring since the Rosenthal murder has continued so that, in the parlance of the underworld, the "lid" has been on for a year. It is a common opinion that a "closed town" is certain to suffer from an increase of criminal assaults, cases of rape and other sex crimes. The General Secretary of this Committee heard this opinion declared by an inmate of a disorderly house, she saying "The suppression of houses like this will result in attacks on respectable women." The woman was found by a police raiding party in one of the worst but most profitable houses in the old Tenderloin.¹ Despite the opinion, there has been no wave of sex crime nor of general crime either, a fact most encouraging to those seeking to suppress commercialized vice.

The Committee on Police Conditions of the Board of Aldermen gave considerable attention to the discrepancy between the number of disorderly houses officially reported to the Commissioner and the number of complaints received from citizens.

In a given period the police reported officially, 184 houses of prostitution while complaints were received from citizens of 1487 similar places, 405 being the cause of more than one complaint. This difference is not peculiar to the present administration. In an endeavor to find the reason for this discrepancy, this Committee asked Commissioner Waldo if the places known or believed by its

¹ This Committee brought this place, its conditions and use to the attention of the owner and it is now occupied by a legitimate business.

secretaries to be disorderly, were so reported officially. Brooklyn resorts were selected for the test, as it was understood that the official list contained no addresses whatsoever and the Committee's list for that Borough was relatively short.

The Commissioner's investigation sustained the Committee's claim as to the majority of places. It appears however that the Police officials are guided in making their reports by a decision (*People, ex rel. Stephenson vs. Greene as Police Commissioner*, 92 A. D. 243) which reads as follows:

The rule is silent as to what constitutes a "suspicious place", but the Captain must have some evidence.

The requirement of "some evidence" gives a convenient excuse for failure to report.

The Committee proposes to take up this question with the Police Commissioner and secure, if possible, specific instructions to the captains as to what they shall consider "some evidence." It seems unreasonable to believe that accredited peace officers cannot do as much as the secretaries of an unofficial committee. Certainly if such secretaries can, for many years, make and successfully use a so-called Black-list, that police officials can do the same and much more.

The number of cases through the year, wherein particular officers have done good work, have been many. A complaint of tenement house prostitution came to the Executive Secretary from the rector of a West Side parish. Before nine o'clock the same night, the police had successfully raided the place, and the proprietress is now held on a charge of compulsory prostitution, while the inmate has been sent to a reformatory institution. The work of the police in following Sovinar from his West Side resort to a hotel on the East Side, which he opened within two hun-

dred feet of a church doing a very large parochial work, resulted in the driving of that notorious commercializer out of the city.

DISTRICT ATTORNEY.

Special credit must be given to Assistant District Attorney Smith for securing the conviction, after many years, of Rosie Hertz, the notorious East Side disorderly resort keeper. When her agents who conducted her disorderly house on East 9th Street were arrested, Hertz went on their bond, giving that property as security. This was repeated several times. Assistant District Attorney Smith thereupon had her arrested upon the charge of keeping a disorderly house. Immediately upon her arrest, her counsel sued for a writ of *habeas corpus*, holding that there was no proof of crime. Denied the writ, her counsel moved to dismiss the *information* on the ground of the insufficiency of the People's case as therein set forth. This motion was denied, as was also the appeal therefrom, which was carried up to the Court of Appeals at Albany. Forced to stand trial, Hertz was convicted. Her counsel appealed, applying for a "certificate of reasonable doubt," which was denied. The Appellate Division affirming the conviction, she was thereupon sentenced for one year and sent to the penitentiary. Still hoping against hope, she took her case to the Court of Appeals, which on October 21 affirmed the decision of the lower Courts. This conviction is probably the most severe blow which has befallen the old ring of disorderly housekeepers in many a year.

A year ago in the Committee's Annual Report, mention was made of the failure to secure the prosecution and punishment of the heads of the vice groups or trusts. It has always appeared to the Committee that the convictions of these men would have more effect than numberless

convictions of employees. It has therefore been a great disappointment to the Committee that all the investigations so far have stopped just short of obtaining such results. It is hoped that, in the coming year, it will be possible to arrange with the District Attorney some more definite program to place the responsibility for the continuance of this nefarious traffic where it belongs. There has been for some time more or less evidence available if it were properly correlated and a definite effort made to secure such convictions.

CRIMINAL COURTS.

Magistrates:

This Committee has continued its close observation of conditions at the Women's Night Court. By an amendment to the Inferior Courts Act secured by the Chief Magistrate and the Courts Committee of the Charity Organization Society, all women charged with prostitution are now arraigned in this Court, and four Magistrates, Barlow, Herbert, McQuade and Murphy are regularly assigned to sit in this Court. This arrangement makes for uniformity of disposition, so much desired. It also makes possible a concentration of attention and effort by those interested in the problem of prostitution.

This Committee seeks to secure (1) a uniform sentence which will effectively maintain satisfactory conditions on the streets; (2) the proper presentation and disposition of cases of Tenement House prostitution; (3) the conviction of men who live by the shame of women (procurers and pimps). The Committee has been greatly assisted in this work by notification of cases from the court clerks. It is hoped during the coming winter to begin a systematic effort to reach pimps and procurers. At present, efforts in this direction are more or less unorganized. The Federal Gov-

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ernment has been proceeding under the Mann Law against traffickers, while the New York Probation Society has rendered much aid to the Federal officers and to the District Attorney's office in cases of compulsory prostitution. The individuals who are guilty of these major crimes, however, are but a small number as compared with the pimps, whose relationship to the women prostitutes is an involved one. They are not only the owners and masters, but also the girls' protectors and companions. It is extremely difficult to convict the pimp because the testimony of the girl is essential. This it is almost impossible to get except in cases where the witness is moved by jealousy, which motive naturally impairs the value of her testimony.¹

CONVICTIONS FOR PROSTITUTION (SOLICITING, LOITERING AND VAGRANCY,—TENEMENT HOUSE LAW) AT THE WOMEN'S COURT SEPTEMBER 1, 1910, to AUGUST 31, 1913.

REPORT OF THE IDENTIFICATION BUREAU FOR THREE YEARS.

<i>Individuals</i>	<i>Convicted</i>
2884.....	once
922.....	twice
546.....	three times
287.....	four times
196.....	five times
123.....	six times
114.....	seven times
33.....	eight times
22.....	nine times
27.....	ten times
10.....	eleven times
2.....	twelve times
2.....	thirteen times

The 10,884 cases represented in the above table were of 5176 individuals.

¹ See picture opposite page 20.

It should be noticed that 2884 or 55% of the total number have been convicted but once; while only 529 or 10% have been convicted five or more times, which, considering that the record covers three years, is a relatively small number of what may be called "persistent offenders."

DISPOSITION OF PROSTITUTION CASES.

SEPTEMBER 1, 1912-AUGUST 31, 1913.

Committed to Workhouse.....	2258
Committed State Reformatory for Women.....	86
Magdalen Home.....	93
House of the Good Shepherd.....	45
House of Mercy.....	2
	— 226
¹ Fined.....	18
Probation.....	345
Other dispositions.....	17
Total convictions.....	2864

COMPARATIVE DISPOSITIONS FOR THREE YEARS.

	1910-1911	1911-1912	1912-1913
Workhouse.....	66%	76%	79%
Fines.....	20%	6%	0%
Probation.....	6%	12%	12%
Institutions.....	2%	5%	8%
Other dispositions.....	6%	1%	1%
Total number of convictions..	3655	4363	2864

The considerable decrease in the number of cases is attributable to the effective work of the Court and the Police, and to the closing of hotels which admitted prostitutes and their customers.

¹ By an amendment of the law this disposition is no longer possible.

During the year relatively few appeals have been taken from the decision of the Magistrates in loitering and soliciting cases, and in those few, the Judges of General Sessions have uniformly sustained the convictions.

Special Sessions:

Whenever it was possible to obtain complete co-operation between the Police Department, the District Attorney and the Court, satisfactory results were obtained. During the year, a number of long established resorts have been permanently closed by such co-operation. Indeed, the old-fashioned resort, where prostitutes sat around waiting for patrons with whom they might resort to nearby hotels, practically has been eliminated in New York City.

Reference has already been made to the conviction on rather unusual evidence of Rosie Hertz. Of almost equal importance was the conviction in January of Philip Blau, one of the four proprietors of the Hotel Lincoln at 52d Street and Broadway. This place was probably the largest hotel in New York ever used for immoral purposes. Blau's sentence (six months) was a severe blow to the group of which he had long been a member, a group which had conducted a number of disorderly resorts on West 29th Street and on Sixth Avenue as well as on the East Side.

Particularly satisfactory to the Committee was the closing of the Morningside Hotel at 115th Street and Eighth Avenue. This place has been run for years in a manner which made it most dangerous, particularly as young and immature girls were admitted with men. See picture opposite page 29.

Among the other convictions secured during the year was one at 303 Bowery. This property is owned by McGurck of Suicide Hall fame and the proprietor, "Bart" O'Connor, was the bouncer in that celebrated resort. This place and the proprietor (the man standing) are shown in

the picture on the opposite page. In response to the request of the photographer for permission to take the picture,—he stated that he was taking pictures of vacant property along the Bowery for a real estate magazine,—the man seated in the picture said “Vacant property along the Bowery! Why it is all vacant; thanks to the fool reformers!”

A case which was bitterly fought was that of the proprietor of the St. Brendan, a 60-room hotel at 103rd Street and Columbus Avenue. At the trial over thirty apparently responsible citizens appeared in behalf of the defendant, testifying to the good character of the place. There were only five witnesses obtainable in behalf of the People, but among them was the priest of a Catholic Church on the West Side who testified very vigorously to knowledge of disorderly acts in connection with the hotel covering a long period. A conviction resulted, and the hotel has been abandoned.

No case has occurred for a long time which showed more conclusively the futility of dealing lightly with this class of offender than that of West, the proprietor and responsible head of a hotel in West 44th Street. On his first conviction sentence was suspended, although he had previously been connected with another disorderly hotel. Shortly afterwards he opened a similar resort in West 60th Street. Conviction this time was followed by a jail sentence.

The cases against a hotel in Harlem, the former owner of which figured largely in the graft investigation, have not resulted satisfactorily. Both the public nuisance case and the disorderly house case were transferred from Special Sessions to General Sessions with the consent of the District Attorney and in both instances the Grand Jury failed to find indictments. The hotel is still doing business and a revocation action brought by the Excise Department upon the same evidence which was presented to the Grand Jury, was lost by the Department.

THE COMMITTEE OF FOURTEEN



BOWERY HOTEL AND PROPRIETOR



A NEIGHBORHOOD MENACE

Formerly the Morningside Hotel

75

THE COMMITTEE OF FOURTEEN

COURT OF SPECIAL SESSIONS.

DISPOSITION OF DISORDERLY HOUSE CASES.

	Arraigned 1912.	Arraigned 1912-13.
October		54
November		37
December		18
January	23	18
February	22	11
March	27	24
April	11	37
May	16	35
June	20	18
July	8	18
August	7	27
September	9	<u>24</u>
Total		321
September 30, 1912, Actions pending		62
Total disorderly house cases received October 1, 1912, to September 30, 1913		296
September 30, 1913, Actions pending		37

Sentences.

Jail sentences		
Average term—3 months, 18 days ..		109
Fined		64
Total fines	\$6,525.00	
Average fine	101.92	
Suspended sentences		<u>41</u>
		214

Comparison of Dispositions.

	9 months 1912.	12 months 1912-13.
Acquittals	8%	19%
Convictions	92%	81%
Jail sentences	75%	51%
Fines	17%	30%

It is to be regretted that jail sentences were not imposed as frequently in 1913 as in 1912. There are Judges of this Court who hold that this offense is one to be dealt with by fines rather than imprisonment. However, except in a very few cases, whenever the defendant in a disorderly house case was a man, the sentence was jail. Experience shows that no results are ever obtained where fines are imposed and the Committee's efforts will be continued toward securing in this Court, as has been secured in the Women's Night Court, the elimination of fines in this class of case. Special attention is called to the fact that during the year the city received from disorderly house keepers \$6,500 in fines.

Penalized Premises.¹

Convictions of disorderly saloons or hotels in the Court of Special Sessions, Manhattan and the Bronx:

657 Third Avenue	September 30, 1912
4754 Third Avenue	October 7, 1912
148 Bowery	October 10, 1912
201 West 38th Street	November 18, 1912
2021 Lexington Avenue	January 10, 1913
1673 Broadway	January 28, 1913
248 West 14th Street	March 13, 1913
875 Columbus Avenue	March 31, 1913
40 West Street	April 10, 1913
303 Bowery	May 16, 1913
3241 Broadway	May 28, 1913
2125 Eighth Avenue	May 29, 1913
631 Second Avenue	August 4, 1913

The Committee has also been interested in cases against men for soliciting or living on the proceeds of prostitution

¹ The traffic in liquor cannot be continued for one year after it has been legally proved that the premises were permitted to be disorderly.

 THE COMMITTEE OF FOURTEEN

(Sec. 1148 of the Penal Law). These cases resulted as follows:

Male Soliciting.

Acquittals.

7

Convictions.

21

Living on Proceeds of Prostitution.

Acquittals.

2

Convictions.

7

The sentences in the majority of these cases were either for the maximum allowed by law (one year and \$500 fine) or for six months.

The conviction early in the year of a pimp who was operating in the West 110th Street section was very satisfactory. This particular man represented himself to be the official go-between of the police and the disorderly flats in that section. After the conviction his attorney advised his client to turn State's evidence, in the hope that he would be of assistance in securing evidence against the owners and agents of the disorderly apartment houses. He refused, however, to reveal anything substantial and was sentenced to six months in the Penitentiary. Another pimp who pleaded guilty of a felony charge and was sentenced to two to four years in State prison, was one of the worst of degenerates. He maintained a disorderly house in his apartment, having three very young girls living on the premises and he spent considerable time in the neighborhood of the public schools trying to induce young girls to visit him. On the night following his arrest, two girls, both under fourteen years, were detained as they were about to enter his apartment. The conditions which were revealed by this man's arrest were so alarming that this Committee sent a letter to the pastors of all the churches in the upper West Side, asking them to warn the parents of young children of the conditions surrounding young girls.

Another satisfactory conviction was that of a notorious East Side cadet, one of the leaders in his circle. His conviction was obtained only with a great deal of effort. Judge Collins after the most scathing arraignment that had ever been heard in Special Sessions, imposed the maximum penalty.

In its work in this Court, this Committee has been materially assisted by the hearty co-operation of Chief Clerk Frank W. Smith.

PARDONS.

During the year Governor Dix granted a pardon to Mary Chappelle, who had been convicted of keeping a disorderly house on Macdougall Street, and sentenced to one year in jail. She was an old offender and the owner of the property but had always managed previously to escape a prison sentence. Her conviction and sentence this time was due to concerted neighborhood action. Her attorney, an ex-Congressman, represented to the Governor that his client was seriously ill and if pardoned would immediately leave the country. This she did not do. A similar application was made on behalf of Kate Hicks, who conducted a similar place, and although the application was opposed by the District Attorney and by this Committee, the pardon was granted by Governor Dix in the closing hours of his term. The Committee however, successfully prevented the pardon of Wallace Sweeney, convicted of keeping a disorderly saloon on West 31st Street, and of the notorious Rosie Hertz, whose hard-fought conviction is narrated above.

BUSINESS INTERESTS.

Surety Companies:

The acknowledgment of the Committee is again due to the Re-insuring Companies for the co-operation which makes it possible for this Committee to do so much effec-

tive work without recourse to law. This association is composed of Surety Companies which write the bond which must accompany every application for a liquor tax license. This co-operation with the Surety Companies is of six years' standing, each year showing an advance and strengthening of the work. Special thanks are extended to the representative of the association, Mr. A. E. Sheridan, for this long continued support.

Brewers:

The Brewers continued their hearty co-operation. As with the Surety Companies, this co-operation is extended and becomes more effective each year. Indeed in a number of instances, brewers to do their part, took what seemed to the proprietors the drastic action of removing the certificate and closing the place. Indeed in one period of 30 days, five certificates were so removed on the Committee's complaint.

The co-operation this year has extended to include in a number of instances the Police Department. Learning that the Department was securing disorderly house evidence against an upper Sixth Avenue resort recently opened, the Committee suggested that it be permitted to make an appeal to the brewer to remove the certificate and close the place. This was done; the certificate was immediately removed and the place closed thereby saving the loss of the certificate. The Department was saved the effort of prosecuting the case and the risk of trial.

The closing of two East Side saloons, the hang-out of crooks, pimps, prostitutes, pickpockets and strong arm men, was similarly effected by the brewer's seizing the certificate. In another case, where the alleged proprietor was arrested, charged with keeping a disorderly house, the brewer supplying the place immediately foreclosed his mortgage and closed the place without waiting for the

determination of the criminal action. In the case of a resort on West 45th Street, the Committee yielded its judgment at the urgent solicitation of the brewer and permitted the opening of the place. However, the Committee's apprehensions were justified and complaint was made of conditions. The brewer, however, immediately closed the place. Later, it was re-opened with a third proprietor only to become again disorderly. This time the brewer removed his fixtures and the place is permanently closed. Similar experiences were had at 2380 Second Avenue and at 103 West 24th Street.

During the Spring, reports reached the Committee that young girls were being ruined at hotels in the Bronx. Investigations substantiating these stories, the facts were presented to the brewers interested, who took the necessary action to cause the objectionable traffic to cease.

The infamous Douglas Club, a colored resort in West 39th Street, was closed by the removal of the license certificate by the brewer. Similar co-operation has kept the various Chinatown resorts closed throughout the year.

At the end of August, this Committee made, for the fifth time, a list of saloons and hotels throughout the city at which improper conditions were believed to exist. This is the so-called Protest List which is filed with Mr. Sheridan, agent for the Surety Companies, with the understanding that he will not write bonds for the places so listed, and with Mr. Warner, Secretary of the Brewers' Board of Trade, with the understanding that no brewer will financially assist the proprietor of the places protested until the protest is removed. The protests of the Committee are withdrawn only when satisfactory promises have been received, that the cause of complaint will be removed, such promises having the approval of the brewer.

The list so filed contained the addresses of 215 places in Manhattan and the Bronx which were immoral or disorderly

THE COMMITTEE OF FOURTEEN



HARLEM HOTEL

Closed with assistance of Brewers, and eliminated as a hotel

THE COMMITTEE OF FOURTEEN



"THE GERMAN VILLAGE"

August 15, 1913

according to the Committee's standard. A considerable number were in the latter Borough, a thorough investigation being made there this year for the first time. It was found that the recent influx of population had brought with it many of the evils heretofore confined to Manhattan. In addition, the list contained addresses of 65 places, over which the Committee desired to retain a special control, and of 93 places then closed but formerly disorderly. These latter are listed because the Committee desired to control the conditions under which they might be re-opened.

Owners:

The Committee has found among the owners of property used for immoral purposes, a widely divergent opinion and attitude regarding their responsibility. Some immediately admit a moral obligation and act accordingly, while others seek refuge in the difficulties of legal procedure, and others make no response to the Committee's appeal.

Counsel for the owners of the property known as the German Village, a notorious resort on West 40th St. conducted by the many times convicted felon Hadden, wrote the Committee under date of July 2d:

I beg to advise you that I am this morning in receipt of a communication from the City Marshal advising me that he served a warrant and dispossessed Archibald Hadden from the premises on July 1st. The owners of the property have assured me that they will not re-let the premises without my approval which will not be given unless he (the new proprietor) satisfies me that he will conduct a legitimate business.

A picture of this place as it appeared about August 15th is on the opposite page.

Very satisfactory was the closing of the hotel at 120th Street and St. Nicholas Avenue. This building was orig-

inally constructed for flats and was part of a building occupying the block front. In order to secure a higher rental, the corner flats were reconstructed into a hotel. So notorious was the business of this place that a row of private houses immediately to the east of it stood vacant for a long time. Today the hotel is vacant and the houses are all rented. See picture opposite page 34.

This Committee took up with the Trustees of an estate which owns a hotel of about sixty rooms, the immoral business which is being done there. In this case it seemed that a change in the character of the business should result in a reduction of the rental. The trustees took the position that they must protect the financial interests of the estate, and that they were getting not much more than a reasonable return on the original investment. In the course of the ineffectual efforts to influence these Trustees, there came into the Committee's possession detailed figures showing the receipts and disbursements of the hotel, and some information regarding its methods of doing business. These figures showed the average receipts to be over \$8,000 per month and the expenses less than \$5,000. The net profit of this disorderly and assignation hotel is therefore between \$35,000 and \$40,000 a year from a property assessed at \$100,000 and renting for \$10,000 net.

KINGS COUNTY.

Brooklyn.

The work in Brooklyn prior to August 15th was chiefly in the Adams Street precinct (the so-called Brooklyn Tenderloin). Complaints to Police Inspector Harkins resulted in an attempt by the Inspector to justify to Commissioner Waldo his lack of action against the three hotels conducted by Richardson and located in his district. The Inspector finally retired from the force and Inspector John Daly and Captain Frank Morris were sent to clean

up the district. As a result disorderly house cases have been secured at two of Richardson's three hotels, while the third has changed its business and is now conducted for men only. A case was also made against Richardson, who is the actual owner of two of these hotels. A conviction of disorderly house has been secured already at the old hotel at Washington and Concord Streets.

The Inspector and Captain have cleaned up the district very thoroughly, the Inspector giving special attention also to the resorts along Hamilton Avenue.

The "Protest List" for Brooklyn (see page 34) contained the addresses of 110 immoral or disorderly resorts licensed to traffic in liquor. Of this number 30 were located at Coney Island and Canarsie. In addition, the list included some thirty places, which, formerly disorderly, were then closed. These are listed that the Committee may be sure of proper conditions if re-opened. Through the co-operation with the business interests (see p. 32), there should be this year a considerable improvement of the business done at many hotels, for the proprietors have given their written promise to conduct their business according to the Committee's standard. There remained, however, nine proprietors who were unwilling or unable to make satisfactory promises to the Committee. Before they could secure their licenses they had not only to pay the State the \$1,200 tax, but also to deposit a \$2,000 cash certificate in place of the bond of a surety company.

Three places frequented by negroes particularly troubled the Committee during the year. Of these, two (83 DeKalb Avenue and 176 Myrtle Avenue) have been closed, while the third is under promises, guaranteed by the brewer, to admit no women to the premises.

During the Spring, information came to the Committee, of a disorderly resort of very low grade in the Eastern District conducted by Jos. Fegelle, who formerly kept a

notorious resort in Manhattan. The General Secretary visited this place and found the report correct, whereupon the brewer removed the license certificate. The local police, stirred to activity by "Headquarters," followed Fegelle from place to place until finally evidence was secured for a case of compulsory prostitution, and late in September the District Attorney secured an indictment against him as a second offender. It is hoped that this time an adequate prison sentence may be imposed upon this commercializer, who has so long avoided such punishment.

A somewhat similar place catering to Italians was found to the south of Brownsville, which was also forced to close.

Penalized Premises.¹

Convictions of disorderly saloons or hotels in the Court of Special Sessions, Brooklyn:

201 Sands Street	October 14, 1912
36-38 Myrtle Avenue	November 8, 1912
261 High Street	June 30, 1913
209 Washington Street	July 21, 1913

Revocation actions were successfully brought by the State Excise Department against the following hotels, it being proved that they had been permitted to be disorderly:

Coney Island.

The Auto, Oceanic Walk, October 10, 1912
 The Belmont, Oceanic Walk, November 19, 1912
 The Roseben, Seaside Walk, December 12, 1912
 The White House, Surf Avenue, January 7, 1913

41 Willoughby Street, July 17, 1913
 40 Willoughby Street, August 1st, 1913
 236 Sands Street, September 11, 1913

¹ The traffic in liquor cannot be continued for one year after it has been legally proved that the premises were permitted to be disorderly.

Coney Island.

The majority of the actions at Coney Island reported above followed the Committee's complaints. The proprietors of a number of the penalized places endeavored to continue to sell liquor, though without a license, but were immediately arrested by the Police.

The Police activities at The Island during the season were confined almost entirely to the squad of the Third Deputy Commissioner. Mr. Newburger, following a friendly suggestion from this Committee, gave special attention to conditions at this city's most popular amusement resort. Without this work it is probable decent conditions would not have been maintained.

The Committee's efforts to correct the business of a large hotel on the north side of Surf Avenue were unsuccessful and the brewer, one of the smaller ones of Manhattan, failed to render aid though it had been definitely promised.

Canarsie.

This Committee's investigators visited Canarsie this year for the first time. From their reports, it appears that the bulk of the business done late in the evening at the resorts there, is with members of the negro race. Unfortunately, conditions were found at many of these places which called for Committee action. Heretofore, Bergen Beach, and North Beach, have been the amusement resorts of persons of this race, but this year few were found at either place.

QUEEN'S COUNTY.

The situation in Queens County is totally different from that in Manhattan. The Borough is divided into 34 Excise districts, the license fee varying from \$150 to \$725. This Committee this year secured the appointment of its investigator as a deputy sheriff. This gave him sufficient

authority to make the desired inspections of the hotels throughout the Borough. With few exceptions, all the hotels as far out as Flushing and Jamaica were thoroughly investigated. The few assignation hotels found are scattered generally throughout the Borough, except in Ridgewood, where there are a considerable number. This particular district is very accessible to Brooklyn by the Myrtle Avenue elevated and various surface lines.

During the Spring, Judge Humphrey, of the County Court, called the attention of this Committee to conditions in that part of Jamaica which lies to the south and east of the Long Island Railroad tracks. Two places in this district were closed by police action and on the Committee's complaint a brewer abandoned a third, while another brewer guaranteed that his two places would cease entirely catering to women. The population in this district consists largely of Italians, Poles, and negroes.

Also, on several Sundays during the summer, investigators were sent to the amusement parks in this Borough. The result was a Protest List of 64 addresses. (See page 34.)

In conjunction with the Committee on Amusements, this Committee is endeavoring to improve conditions in the amusement parks. The trouble here lies in the large and totally unlighted areas included in these parks. The license commissioner should refuse dance hall licenses to any place where the grounds are insufficiently lighted. The Committee found a hearty response to its suggestion of adequate lighting from the proprietors, who complained, however, of the difficulties they have had in maintaining order because of the change in the character of their patronage due to the opening of the Queensboro Bridge.

The places in Long Island City which caused the Committee the most trouble a year ago have conducted themselves in a very satisfactory manner, only one really bad place remaining at North Beach.

*Penalized Premises.*¹

Convictions of disorderly saloons or hotels in the Court of Special Sessions, Queens.

Norris Avenue and South Street, Jamaica, February 25, 1913

29 Bandman Street, Jamaica, August 5, 1913

Atlantic Avenue and Rockaway Road, Woodhaven, September 23, 1913

CO-OPERATING ASSOCIATIONS.

During the year, the first report of the Bureau of Social Hygiene, entitled *Commercialized Prostitution in New York City*, was issued, the author and investigator being George J. Kneeland, who was employed by the Research Committee of this Committee to write its report entitled "The Social Evil in New York City—A Study of Law Enforcement; 1910." Through co-operation with the Bureau, so much of the detailed reports received by Mr. Kneeland as were of value to the Committee were placed at the disposal of its Secretaries.

Among the neighborhood associations, this Committee has especially co-operated with the Jewish Community (The Kehillah) and the East Side Neighborhood Association in correcting immoral conditions on the East Side; with the Gramercy Association in the closing of the hotel near Gramercy Park, and with the Clinton Association in securing the conviction of Blau at the Hotel Lincoln.

The Executive Secretary has continued to be advised in his regulation of places conducted by colored men, by members of that race interested in the Committee's problems. A Committee of Seven, of which Mr. Frederick Moore, Editor of *The New York Age*, is Chairman, devoted a great deal of time and effort to the special problems of the saloons frequented by negroes, and as a result, a great im-

¹ See page 30.

provement has been effected. Such places as were purely dives have been eliminated, and the remaining saloons are being conducted in a much more respectable manner.

LEGISLATIVE PROGRAM, 1914.

I. *Injunction and Abatement Bill*: This Committee will renew its endeavor to secure the passage of this bill. The form having been finally drafted last year to meet the criticisms offered, it seems not improbable that the bill can be passed early in the session and the dangers of the confusions of the last week of the session thereby avoided.

II. *Excise Law*: The Committee will continue its efforts to secure an authorization of additional special agents for the Excise Department and the necessary appropriation. The opposition to this amendment is not an open one since it is the admitted duty of State authorities in default of local enforcement to enforce State laws. To expect sixty men to effect the enforcement of an involved law throughout an entire State, is unreasonable. This is especially so when increasingly effective penalties caused the violators to take increased precautions, and counsel to fight vigorously any action brought.

III. *Massage Parlor Ordinance*: It is expected that it will be possible to draft an ordinance or bill which will make possible the suppression of the so-called massage evil. Commissioner Lederle of the Health Department was last year unwilling to support legislation which would charge his department with this work. Some way must be found to suppress this particularly dangerous form of the evil, and following the Committee's general policy, such legislation will not be sought until the officer to be charged with enforcement will support it.

THE COMMITTEE OF FOURTEEN

IV. *Name Plate Ordinance:* The Committee will continue its efforts to secure this effective weapon against the misuse of property and is hopeful that its adoption may not be much longer delayed.

V. *Hotel and Furnished Room Ordinance:* An endeavor will be made to draft and to have adopted, an ordinance or law which will so regulate the conduct of hotels and of furnished room houses that they may not cater to prostitution and assignation business.

DESIRED EXTENSION OF WORK.

The most detestable commercializer of vice and the one which seems to be in the least jeopardy, is the pimp. Against these men, the Committee will undertake a vigorous campaign as soon as the necessary funds are secured. These men are so despicable and sentiment is so strongly against them that support should not be difficult to obtain.

For the Committee

JOHN P. PETERS,
Chairman.

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THE COMMITTEE OF FOURTEEN

TREASURERS' ACCOUNTS.

New York:

Balance, September 30, 1912..... \$1,337.42

Receipts.

From Guarantee Reserve, Paid in advance \$150.00
Contributions 10,203.75
Interest on bank balances..... 173.78

Total receipts..... 10,527.53

\$11,864.95

Expenditures.

Salaries, Executive..... \$5,500.00
Clerical..... 1,079.34
Office rent 600.00
Stationery..... 279.25
Investigation Expense—
General (Manhattan)..... \$714.67
Bronx..... 133.32
Queens..... 221.60
Special..... 463.51

1,533.10

Telephone and telegraph..... 407.55
Carfare and traveling expenses..... 319.70
Postage..... 157.76
Appeal expense..... 102.25
Reports..... 298.25
Miscellaneous..... 287.57
Office repairs..... 4.35

\$10,569.12

Office furniture purchased..... 19.25

Transferred to Brooklyn Auxiliary 250.00

Total expenditures..... \$10,838.37

Balance, September 30, 1913:

Cash on hand..... \$50.00
Garfield National Bank..... 976.58

1,026.58

\$11,864.95

THE COMMITTEE OF FOURTEEN

Guarantee Reserve Account:

Balance, September 30, 1912.....	\$4,350.00
Transferred to 1912-1913 Receipts.....	150.00
	<hr/>
Balance, September 30, 1913, Bankers' Trust Co.....	<u>\$4,200.00</u>

This account represents the proportion of the Guarantee Fund contributions reserved for the period October 1st-February 15th and is deposited with the Bankers Trust Company at interest, as heretofore.

FRANCIS LOUIS SLADE, *Treasurer.*

Brooklyn Auxiliary:

Balance, September 30, 1912.....	\$23.49
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Receipts.

Contributions.....	\$150.00
Transferred from New York account.....	250.00
	<hr/>
	400.00
	<hr/>
	<u>\$423.49</u>

Expenditures.

Investigation Expense.....	\$421.12
Balance, September 30, 1913.....	2.37
	<hr/>
	<u>\$423.49</u>

DAVID H. LANMAN, *Treasurer.*

December 2, 1913.

We have had examined the vouchers and checks for the above receipts and disbursements, and they have been found correct.

(Signed) THOMAS M. MULRY,
ISAAC N. SELIGMAN,
Committee on Audit.

THE COMMITTEE OF FOURTEEN

CONTRIBUTORS, 1913.

NEW YORK.

AMES, MISS A. M.	\$1.00
ANONYMOUS.	7.75
AUCHINCLOSS, REGINALD L.	10.00
A. Z.	10.00
BENJAMIN, MORRIS W.	10.00
BLISS, MRS. WILLIAM H.	10.00
BODMAN, EDWARD C.	150.00
BREWSTER, ROBERT S.	100.00
BROWER, CHARLES DEHART.	10.00
BROWN, MRS. JOHN CROSBY.	25.00
BROWN, REV. WILLIAM ADAMS.	25.00
BURKE, THOMAS P.	5.00
BULKLEY, MRS. EDWIN M.	10.00
CARNEGIE, ANDREW.	1,000.00
CLARK, PROF. JOHN B.	3.00
COLGATE, GILBERT.	25.00
COLGATE, WILLIAM.	25.00
COLLINS, CHARLES.	20.00
CUSACK, RT. REV. THOMAS F., D.D.	25.00
CUTTING, R. FULTON.	250.00
DAY, WILLIAM S.	25.00
DECOPPET, EDWARD J.	100.00
DODGE, CLEVELAND H.	50.00
DODGE, MISS GRACE H.	25.00
DOUGLAS, DR. JAMES.	10.00
EWEN, MISS ELIZA M.	10.00
FORD, JAMES B.	1,000.00
FRISSELL, ALGERNON S.	20.00
GRACE, JOSEPH P.	500.00
GREENWICH PRESBYTERIAN CHURCH.	10.00
HADDEN, MRS. HAROLD F.	20.00
HARKNESS, EDWARD S.	1,000.00
HARRISON, MRS. MARY L.	10.00
HEARN, JAMES A. & BRO.	25.00
HENDERSON, MRS. EDWARD C.	5.00
HODGES, HARRISON BLAKE.	5.00
HOE, MRS. RICHARD M.	15.00
HOLT, HENRY.	20.00
HOPPING, A. HOWARD.	2.00
HOYT, JOHN SHERMAN.	25.00
JAMES, ARTHUR CURTISS.	50.00
JAMES, MRS. D. WILLIS.	1,000.00

THE COMMITTEE OF FOURTEEN

JOHNSON, JAMES W.....	\$25.00
JULIER, H. S.....	10.00
KUNHARDT, WHEATON B.....	10.00
LEE, FREDERIC S.....	10.00
LOBENSTINE, WILLIAM C.....	10.00
LOESER, VINCENT.....	5.00
LOW, SETH.....	100.00
LYMAN, FRANK.....	25.00
MACY, NELSON.....	5.00
MACY, MRS. V. EVERIT.....	25.00
MACY, V. EVERIT.....	25.00
MORGAN, MRS. JOHN B.....	10.00
MOTT, WILLIAM F.....	10.00
OGDEN, ROBERT C.....	20.00
OLCOTT, MRS. E. E.....	5.00
OPENHYM, WILFRED A.....	5.00
PARSONS, JOHN E.....	25.00
PETERS, DR. JOHN P.....	25.00
PETERS, WILLIAM R.....	100.00
PLAUT, JOSEPH.....	15.00
PRATT, JOHN T.....	20.00
PROUDFIT, MRS. ALEXANDER.....	5.00
PUNNETT, JAMES.....	25.00
ROCKEFELLER, JOHN D., JR.....	1,000.00
ROGERS, NOAH C.....	10.00
READ, WILLIAM A.....	250.00
ST. MICHAEL'S CHURCH.....	25.00
SCHIFF, JACOB H.....	250.00
SCHIFF, MORTIMER L.....	250.00
SCRYMSEY, JAMES A.....	50.00
SCOTT, WALTER.....	10.00
SELIGMAN, ISAAC N.....	250.00
SLADE, FRANCIS LOUIS.....	250.00
SLATTERY, REV. CHARLES L., D.D.....	25.00
SMITH, ORMOND G.....	10.00
STETSON, FRANCIS LYNDE.....	100.00
STIMSON, HENRY L.....	50.00
STOKES, JAMES.....	25.00
STONE, MISS ELLEN J.....	25.00
STRAIGHT, MRS. WILLIAM D.....	500.00
STRAUSS, FREDERICK.....	50.00
THORNE, SAMUEL.....	35.00
TIFFANY & CO.....	25.00
TODD, PROF. HENRY A.....	5.00
TUCKERMAN, ALFRED.....	25.00

THE COMMITTEE OF FOURTEEN

VAN INGEN, EDWARD H.	\$100.00
VILLARD, OSWALD GARRISON.	10.00
VON POST, H. C.	50.00
WARD, ARTEMAS.	100.00
WARBURG, PAUL M. AND FELIX.	500.00
WARREN, MRS. E. WALPOLE.	15.00
WATSON, MRS. J. HENRY.	10.00
WHEELER, JAMES R.	5.00
WHITE, HORACE.	5.00
WINANS, HENRY D.	10.00
WOLFF, MRS. LEWIS S.	10.00
ZABRISKI, MRS. GEORGE.	5.00

BROOKLYN.

HENTZ, HENRY.	\$10.00
LAFAYETTE AVENUE PRESBYTERIAN CHURCH.	20.00
SCHROEDER, MRS. FRANCES A.	5.00
SHERMAN, MRS. CHARLES E.	5.00
TOUSEY, MISS ELIZABETH.	10.00
WHITE, HON. ALFRED T.	100.00

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THE COMMITTEE
OF FOURTEEN
IN
NEW YORK CITY

ORGANIZED JANUARY, 1905
INCORPORATED FEBRUARY, 1907
RE-ORGANIZED FEBRUARY, 1912

27 EAST 22ND STREET
NEW YORK CITY

THE COMMITTEE.

1913-1914.

MR. GEORGE W. ALGER.
 MRS. WILLIAM H. BALDWIN.
 DR. LEE W. BEATTIE.
 HON. WILLIAM S. BENNET.
 DR. WILLIAM ADAMS BROWN.
 PROF. FRANCIS M. BURDICK.
 DR. BERNARD DRACHMAN.
 MRS. JOHN M. GLENN.
 MRS. BARCLAY HAZARD.
 MR. JOSIAH O. LOW.
 MR. EDWARD J. MCGUIRE.
 DR. H. PEREIRA MENDES.
 MISS MAUDE E. MINER.
 DR. HENRY MOSKOWITZ.
 MRS. HENRY MOSKOWITZ.
 MR. THOMAS M. MULRY.
 DR. JAMES PEDERSEN.
 DR. JOHN P. PETERS.
 MRS. FREDERIC B. PRATT.
 MR. GEORGE HAVEN PUTNAM.
 MR. JAMES B. REYNOLDS.
 MR. ISAAC N. SELIGMAN.
 MRS. V. G. SIMKHOVITCH.
 MR. FRANCIS LOUIS SLADE.
 MR. LAWRENCE VEILLER.
 MR. FREDERICK H. WHITIN.

Elected October 27, 1914.

MR. EDMOND J. BUTLER.
 MR. WILLIAM HAMLIN CHILDS.

1914-1915.

OFFICERS OF THE COMMITTEE.

Chairman.

DR. JOHN P. PETERS, 225 West 99th Street.

Vice-Chairman.

MR. EDWARD J. MCGUIRE, 51 Chambers Street.

Treasurer.

MR. FRANCIS LOUIS SLADE, 115 Broadway.

Secretary.

MR. FREDERICK H. WHITIN, 27 East 22nd Street.

Executive Secretary.

MR. WALTER G. HOOKE, 27 East 22nd Street.

Directors.

DR. JOHN P. PETERS, *Chairman.*

MR. GEORGE W. ALGER.

DR. LEE W. BEATTIE.

HON. WILLIAM S. BENNET.

DR. WILLIAM ADAMS BROWN.

PROF. FRANCIS M. BURDICK.

MR. EDMOND J. BUTLER.

MRS. JOHN M. GLENN.

MRS. BARCLAY HAZARD.

MR. JOSIAH O. LOW.

MR. EDWARD J. MCGUIRE.

DR. JAMES PEDERSEN.

MRS. V. G. SIMKHOVITCH.

MR. FRANCIS LOUIS SLADE.

Law Committee.

MR. EDWARD J. MCGUIRE,

Chairman.

MR. GEORGE W. ALGER.

HON. WILLIAM S. BENNET.

PROF. FRANCIS M. BURDICK.

MR. LAWRENCE VEILLER.

Finance Committee.

MR. ISAAC N. SELIGMAN,

Chairman.

MR. WILLIAM HAMLIN CHILDS.

MR. JOSIAH O. LOW.

MR. GEORGE HAVEN PUTNAM.

MR. FRANCIS LOUIS SLADE.

(*ex officio*).

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SUMMARY OF PROGRESS.

During the past year the Committee has:

I. Secured the passage of an Injunction and Abatement Law to prevent the continued use of the same property for disorderly purposes, thereby destroying its special use for vice.

II. Made an investigation in a department store to discover if immoral conditions existed for which the management could be held responsible.

III. Continued to work with the police to suppress all attempts to open disorderly resorts.

IV. Co-operated with the Courts, Police, Tenement House Department and Corporation Counsel to suppress prostitution in tenements.

V. Assisted the Excise Department in penalty cases and the Brewers and Surety Companies to correct conditions without recourse to such legal proceedings as penalty cases.

VI. Secured particularly encouraging results in Brooklyn; resorts of long standing being suppressed.

VII. Developed further co-operation with Neighborhood Associations.

VIII. Studied reports showing the relation between venereal disease and the problem of prostitution.

During the coming year the Committee hopes to:

I. Press the campaign against the male offender, especially the pimp.

II. Secure legislation to improve further legal proceedings against vice.

III. Increase the responsibility of those owning and operating property so that it may not be available for commercialized vice.

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ANNUAL REPORT OF THE COMMITTEE OF FOURTEEN.

Comparison of Conditions, 1905-1914.

Two questions are continually being asked the Committee. "Have you any reasonable expectation of suppressing the Social Evil while men are men and women are women"? And, "Are you making real progress in suppression, for do not new vice resorts open as fast as the old places are closed"?

To the first question the Committee's answer is, Yes, the Committee has hopes of suppressing the Social Evil if by the term is meant only commercialized vice, a business which consists in the furnishing for financial profit of increased temptations and inducements to, and accommodations for prostitution. Since the continuance of this business depends upon the success of those men who live on the earnings of the prostitute, a condition which no decent man or woman willingly tolerates, the Committee finds no difficulty in securing the co-operation of the public and of officials in its efforts to stamp out this evil. If, on the other hand individual immorality is included, the Committee can only say that so long as the belief in masculine sex necessity continues, progress will be but slow. It is glad to report, however, that backed by a large majority of the highest authorities among the medical profession, by the work of Social Hygiene Societies and other organizations working towards a higher moral standard, each year a greater number of people are coming to accept the belief that continence, though more difficult of attainment, is as possible for the man as for the woman.

The Committee submits in answer to the second question a comparison of conditions in 1905 when the Committee was organized and today at the close of its tenth year of effort.

When the Committee was organized in January, 1905, hotels large and small, catering to prostitution and immorality were located all over the city and especially on the corners of the uptown avenues. This was the result of the provisions

of the Liquor Tax Law, commonly known as The Raines Law, which restricting the lawful sales of liquor on Sunday to hotels resulted in the turning of what had formerly been saloons into hotels, by the addition of a minimum of ten rooms. So general was this condition of vice that the term "Raines Law Hotel" was the common synonym for "Disorderly Hotel."

Conditions in 1905:

At that time the dives along Park Row and the Bowery had not felt the strong arm of the law. The "Flea Bag," "Scotty Lavelle's" and "Big Jack Porgie's" were catering unrestrained to the sailor trade. Chinatown with "Paddy Mullin's," "Nigger Mike's," "Tom Lee's" and Al Russell's "Dry Dock" were running full blast. "Steve Brodie's" (of bridge jumping fame) "The Little Jumbo," and other resorts were just south of Grand Street, had back rooms so far removed from the street, that fights and murders might easily be "pulled off" without attracting the attention of the passer-by. "The Friendly Inn," an Italian 50c. house run by Fegelle at Hester and Mott Streets, was coining the half million which he later lost on the race tracks. Rosie Hertz, the "Queen of the Dive Keepers," who had obtained from the Courts an injunction to restrain the Police from interfering with her, and "Bart" O'Connor, the former "bouncer" at McGurk's "Suicide Hall," were located on First Street. Ninth, Eleventh and Twelfth Streets all had open dives within 200 feet of churches or schools.

Resorts on 14th Street:

On Fourteenth Street near Third Avenue, were three of the largest "Markets for Women" which the city has ever had. They were popularly known as Theis's, Wulfer's and Sharkey's. In the neighborhood were half a score of hotels to which immoral women took men.

Street conditions:

From early afternoon to early morning, the streets of this section were patrolled by hundreds of women, working at times by relief squad methods. They feared the police as

little as did the dive-keepers or pimps for whom they worked. Arrest meant only a few hours lost time and the necessary fee for the bail bondsman and through the fine imposed, a small contribution to the City's exchequer.

Theatre district:

On the West Side, just off the White Lights of Broadway's Theatre District, were the dives of 28th and 29th Streets. Sixth Avenue near these streets contributed its share to the encouragement of vice. "The Haymarket" had as wide a national reputation as the "Moulin Rouge" of Paris had an international. "The Cairo" and "The Bohemia" were equally well known to New York's visitors and after a big football game the resorts would be full of college undergraduates. The sophomores of the local educational institutions used to take the freshmen to these places as part of their initiation. Despite exceptionally heavy running expenses the hotels in this vicinity were money makers. It was reported that at "The Parker" it was not an infrequent occurrence for every room to be rented five times in a night—a rebate being given a woman if she vacated a room within 30 minutes.

Times Square conditions:

Opposite the Metropolitan Opera House in 40th Street was the "German Village," with its women working for the pardoned convict, Hadden, whose hotel was around the corner, while on 42nd Street, across the street from Hammerstein's, was Mollie Reardon's high class resort, the same "Mollie" who declared her heart was broken because, just as she was getting established in "society," Inspector Russell arrested her for keeping a disorderly resort. Further west on 40th Street was a row of disorderly houses, some cheap and others expensive and a call and wine house; while in the Twenties there was a succession of cheap houses, in and out of which men, especially on a Saturday night, could be observed passing in almost a steady stream.

The negroes, too, had their resorts. On 37th Street, the most popular being known as "Digg's" and "Herbert's," while on 28th Street, over a stable was the infamous "Douglas Club." On 35th Street was "Baron Wilkin's," catering to

both races and both sexes while on Cornelia and Bleecker Streets were places which had not as yet been entirely closed and whose chief attraction was perversion.

Harlem:

In Harlem, both east and west, were many disorderly resorts. On Second Avenue, at 109th and 114th Streets were cheap Italian resorts, houses of the lowest possible description. Third Avenue north of 116th Street was so bad as to be objectionable to decent men not to mention women. At 124th Street and Lexington Avenue covering the whole block front was a hotel which was then openly run in a most disorderly manner. On a block near a large amusement park holding outings and picnics which drew crowds of young men and women from all over the city were three disorderly resorts, running in flagrant violation of law.

At 126th Street and Third Avenue across the street from a police station was a dive which successfully resisted many efforts to suppress it.

On Eighth Avenue there were disorderly hotels at 115th Street and 116th Street opposite the entrance to the busiest elevated station in Harlem. At 129th Street, on the other end of the block from a large Methodist Church which had an aggressive pastor, was a notorious hotel. On West 125th Street, was an uptown Haymarket drawing many young men from a nearby university, as well as enticing neighborhood girls. Such were some of the conditions in 1905.

Conditions today:

There is not a ten-room hotel which was erected or converted so as to meet those requirements of the Liquor Tax Law which today rents rooms to couples, and there are very few ordinary saloons or hotels which will even serve liquor to a known prostitute, though she be accompanied by a man. Those that do, are called sharply to account by the brewer interested as soon as he knows of the dereliction.

And the resorts!

Closed resorts:

The sailors do not go to the Bowery any more and visitors who have not heard of the change question the correctness of

the street signs, so different is the Bowery of today from its popular characterization in the song of ten years ago.

While General Bingham was Police Commissioner (1907-08), the story was told of foreign sailors who upon landing from a visiting battleship asked a police officer at the landing stage for a sporting house. They got an address only to be warned by another officer as they sought to enter the house, that it was under surveillance and might be raided at any time. This condition astonished them since it was so totally different from the conditions which existed in their home port.

"The Flea Bag" and its neighbors were closed by Commissioner Bingham and what was "Diamond Dan O'Rourke's" with its panhandler customers and their women now admits men only. "Nigger Mike's" closed when its proprietor was too anxious for his own good for the election of his candidate in a primary fight. "Big Jack" forced out of Chatham Square, tried to follow the crowd over the Williamsburgh Bridge and was told that he and his particular following were not wanted in "the Eastern District." The lid was so tightly screwed on the Chinatown resorts that it has not been pried up in three years. "Al" Russell and "Bart" O'Conner, active political workers as well as resort keepers, have gone to their last accounting.

A Sing Sing sentence:

Fegelle, who had openly defied the Police Department to close his place, is serving a 20-year sentence in Sing Sing under the law against compulsory prostitution as amended in 1910. Hertz and Sharkey have both served prison sentences and the resorts run by them are permanently closed. Recently less than 20 probable prostitutes were observed on the streets and in the resorts of a section of the City by an investigator who, seven years ago had counted 300 such women in the same territory.

West Side improvement:

This suppression of vice on the Lower East Side has been duplicated in the West Side Section, commonly called "The

Tenderloin." On Sixth Avenue and the intersecting streets from 23rd to 34th Street, with but one exception, there is not a permanently established place which caters openly to sexual vice or immorality. The exception is an assignation hotel which so far has escaped the general closing. The resorts of 29th Street yielded to the same pressure as did those of Chinatown, chiefly the police.

Haymarket closed:

The citadel—The Haymarket*—only yielded when unable to renew its dance hall license. Though apparently immune to excise and criminal penalties, it was finally closed as the result of the work of the Committee on Amusement Resources for Working Girls. This Committee secured a dance hall license law and after strenuous efforts the license authorities refused "The Haymarket" the essential dance hall license. Not until last year was accomplished the closing or cleaning up of three places at the lower end of this district, places which weathered the coming and going of all Inspectors, good and bad, but which finally fell under the efforts of a vice squad commander and his men. It was this same commander, Lieutenant Costigan, whose men secured the conviction of Fegelle, which closed "The Friendly Inn," and so made 20 years the minimum sentence in the Brooklyn case.

Disheartened proprietors:

The former proprietor of the "Parker Hotel" is running a cheap lunch room, while his former competitor, after seeing his partner serve a jail sentence for running their new hotel as a disorderly house, has recently filed a petition in bankruptcy. Wallace Sweeney, whose resort was much patronized by college students, was among those proprietors who have spent time on Blackwell's Island because they refused to yield otherwise to the repression movement.

It seems to have been impossible for the resort keepers to recognize that the repression and suppression movement was more than a passing trouble. The dismissal of General Bingham and his deputies meant to them the end of repression. Today the General's Fourth Deputy, who was then in charge

*See illustration facing page 14.



THE HAYMARKET

New York's most widely known, most generously patronized, and least disturbed disorderly resort. Closed 1914.

(See text, page 14.)



"TOM SHARKEYS," NOW BROWN'S LUNCH ROOM

To this disorderly resort came men from all over the world, men to whom the prizefighter was a hero.

(See text, page 31.)

of the vice squad, is Police Commissioner. The passing of Governor Hughes by reason of his appointment to the United States Supreme Court and the appointment of a new Excise Commissioner by Governor Dix were heralded as the end of the repressive movement through the Liquor Tax Law. Instead, Commissioner Farley has followed the example of Commissioner Clement and as recently as this year has effected the penalization, after much opposition, of a Harlem resort, one which had never before been made to suffer in any way.

Open houses closed:

"The German Village" is closed and Mollie Reardon has suffered extinguishment. The dozen houses on 40th Street into which 600 men were seen to enter in a single hour, have been closed for two years. The houses on 6th Avenue, one of which was raided eighteen times in six months, are closed and the house on West 18th Street which was raided early one Saturday night and when raided again at midnight the same night was found to be receiving its regular week-end guests as before, has been permanently altered and is used for other purposes. The houses in 41st Street which were raided monthly in 1907 and 1908 and were as regularly fined \$50, are closed.

Expensive resorts:

This year the better grade houses, especially one in West 49th Street, for which the police had never been able to get a warrant, have been closed. There is every reason to believe that the houses in 54th Street are permanently closed now that the madam of the most prosperous one has suffered a jail sentence, and there is a law on the statute books making her guilty of contempt of court should she be again found conducting her old business.

Negroes:

The negro places have been very difficult to improve because of the cry of race prejudice when effort has been made to prosecute and the lack of negro detectives on the police force, but the 28th and 35th Street places are closed and women are barred from the one 37th Street place which continues open.

Harlem:

Harlem shows its share of the improvement. Vigorous efforts have closed and kept closed the worst of the Italian resorts and with one exception the 2nd and 3rd Avenue hotels and resorts are out of business. On the West Side four of the hotels and the two disorderly dance halls no more tempt the uptown couples.

Brooklyn:

Since information of conditions in Brooklyn in 1905 is not available, comparison cannot be made covering so long a period. In that borough conditions differ from those in Manhattan chiefly because, with the exception of the sailors from the Navy Yard, there are no visitors—no strangers within the gates, from whom vice resort proprietors can profit. Vice and immorality in Brooklyn were chiefly in the Navy Yard District, in and around lower Fulton Street, among the negroes on Myrtle Avenue, and on Broadway from the Williamsburg Bridge continuing out to Manhattan Crossing.

Improvement:

There are now no saloons in the Navy Yard, Fulton Street or Myrtle Avenue Districts which encourage prostitutes to resort to their rear rooms. During 1914 a proprietor who had three hotels in the Fulton Street District served a prison sentence, and the same year saw closed a notorious hotel which admitted girls regardless of apparent youth. On October 1, 1914, not a hotel on Broadway or at "The Crossing" admitted couples, though in three cases this was due to the presence of a policeman at the hotel desk. It has already been told how Fegelle attempted to run a house in Brooklyn and was sent to jail; how Porgie's attempt to cross the river was frustrated. Mrs. Rose, whose husband had a notorious resort on East 9th Street, Manhattan, was easily forced out of business.

Coney Island:

Conditions have greatly altered at Coney Island and The Bowery there has changed as much as its original in Manhattan. Within much less than ten years Coney Island con-

ditions were notorious. In 1908 Inspector Russell and Lieutenant Costigan were at work cleaning up the Island, but unfortunately just as they were getting a grip of the situation Commissioner Bingham was removed and they were transferred to precinct duty in the Bronx. Last summer Coney Island was almost a model resort; Oceanic Walk, formerly the worst of the walks, was almost unused and unlighted from The Bowery to the Beach.

New resorts:

With all these open resorts of prostitution closed, what places have been opened to meet the demand? Practically none of the cheap order and comparatively few of the more expensive, and even at these places the casual visitor sees nothing amiss unless he shows a desire to spend "big money." Then he is given an opportunity.

Methods used:

How were results obtained? By "making haste slowly."

The Committee has not tried to cover the whole field of vice or to close the various avenues of exploitation at once. While its efforts have been continuous, it has tried to limit them to what seemed reasonably possible of accomplishment and has won each year an increased degree of co-operation from public officials and the confidence of the community. The Committee's investigation of hotels in 1905 and 1906 resulted in a Liquor Tax Law Amendment which affected much improvement. Its study of the disposition of prostitution cases by the Courts was partly responsible for the appointment of the Inferior Criminal Courts Commission, which by establishing the Women's Court, secured improved disposition of the cases of street walking which rendered street conditions less objectionable.

The White Slave investigation by a Special Grand Jury strengthened the law against compulsory prostitution. The co-operation with the Committee of the brewers and surety companies which have extensive financial interest in the saloons and hotels has been most effective in that it has made it possible to improve those places where, while no one law is seriously broken, in the aggregate there is much vice.

The Committee's showing of the ineffectiveness of the Liquor Tax Law penalties led to an amendment which by penalizing the place rather than the individual, caused much improvement, as has also the "limitation of license" amendment. A strong indication of the advance of standards was the unanimous acceptance at the last legislative session of the Injunction and Abatement Law.

Existing evils:

The greatest existing evils at the present time are prostitution in tenement houses and apartments and the so-called assignation hotels. To these hotels come men and women for immoral purposes. The men are of the fast and prosperous type and the women are either fast and sophisticated or weak and ignorant of the dangers they are running. Rarely are professional prostitutes able to secure accommodations at these hotels but they are a breeding ground for "the profession," for, when the weak and ignorant have once visited these places, the next step to prostitution follows easily. These hotels although scattered all over the city are grouped in certain districts.

Impossible evidence required:

Why are they not suppressed? Because their business is conducted just within the law as at present laid down by the Courts. There are many hotels where the real business is a commercial and proper one and yet the management tolerates a certain amount of looseness. Were the courts to convict on such evidence as can be obtained against these assignation hotels, many commercial hotels would have to exercise greater care than they do at present, if they would avoid trouble with the police. It is encouraging to note that each year sees an advance of the standard required by the Courts and equally encouraging to find that it is not so difficult to effect the closing of a vice resort newly opened as it is to close an old-established one. It would seem as if the new place lacked the "connections" which often prove so surprising in many earlier cases. There have grown up in the city certain so-called cabaret places which in a measure have taken the place of such resorts as were on 29th Street, although the evidences

of immorality instead of being open and flagrant, are very much concealed and would not be observed by the casual visitor. This makes it easy for the management to present many witnesses who will testify to the good character of the place.

The same situation prevails with regard to street conditions—the prostitute seeking customers conducts herself much as though she were merely a flirt. To broaden too rapidly the requirement of evidence might mean the arrest of many women who were merely indiscreet.

Tenement house cases:

There has been a noticeable increase of the cases against women for prostitution in tenement houses. This is due in part to the increased activity of the Police against this form of prostitution and in part to the closing of the houses and saloon markets where the women could formerly be found. The prostitute now works frequently through "call houses." These are flats usually managed by a middle aged woman who secures girls from a "call exchange," a place where the girls congregate awaiting calls from one of these women to come to accommodate one of her customers. These customers are obtained by surreptitious advertising or through introductions of mutual friends. It is usual for these men to announce their coming by 'phone and also their preference for the type of girl they wish to be awaiting them. The tenement house evil has been proceeded against and would be well in hand but for two things, insufficient institutions for the proper reform of the offenders, many of whom are "first offenders" according to the records, and the non-collection of the penalties provided against the landlord. Test suits instituted for their collection have not been determined.

The use of the telephone is almost essential to the business of the "call house," but the laws for the protection of telephone messages have so far prevented an interference with this business by the stopping of their telephone service.

Negro resorts:

The problem of the negro resorts is still a pressing one, there being a considerable number located in the heart of the colored colony at 135th Street.

Venereal disease:

The Committee is fully aware of the great danger to the community caused by the diseases which result from vice, and feels that the Health Department should be equipped to deal with all those of either sex who are known to be suffering from a venereal disease as it now deals with other contagious and communicable diseases.

Conclusion:

It is believed that the questions asked have been fully answered. It has been shown that the greater part of the existing commercialized vice was unnatural and could be suppressed. Thus out of its ten years' experience, the Committee has proved the wisdom of the Chicago Vice Committee's recommendation: Consistent and persistent repression hoping for the ultimate suppression of commercialized vice. To this same point, is the testimony of Dr. Abraham Flexner who concludes his study of "Prostitution in Europe," made for the Bureau of Social Hygiene as follows:

"Whatever one may hold as to ultimate dealings with the subject, it is clear that prostitution is at any rate a modifiable phenomena. * * * If prostitution and its evils can by social arrangements be increased, they can also by social arrangements be lessened. * * *

"Police repression can be directed mainly against professional prostitution and its exploiters. Unquestionably it has a valuable function to discharge in removing stimulation and reducing suggestion. * * * Well drawn, well codified, well executed laws will accomplish this. Any civilized society, using the resources and instrumentalities that every such society has within its reach, can, if really so minded, ultimately reduce prostitution and its ravages. * * * It is, humanly speaking, a possible undertaking, even though I repeat, no where as yet by any means accomplished. * * *

"Further achievement depends upon alterations in the constitution of society and its component parts. * * * In so far as prostitution is the outcome of mental or moral defect, laws and police are powerless; only the intelligent guardianship of the State will prevail. * * * In so far as prostitution is the outcome of natural impulses denied a legitimate

expression, only a rationalized social life will really forestall it. * * *

“Civilization is stripped for a life and death wrestle with tuberculosis, alcohol and other plagues. It is on the verge of a similar struggle with the crasser forms of commercialized vice. * * * This will be the real contest—the contest which will tax the courage, the self-denial, the faith, the resources of humanity to their uttermost.”

COMMITTEE MEMBERSHIP.

At the Annual Meeting in October, 1913, Mrs. Frederic B. Pratt of Brooklyn, Rabbi Bernard Drachman, who had been originally a member of the Committee, and Mr. James B. Reynolds, Counsel of the American Social Hygiene Association, were elected to membership. The Committee regrets to announce the resignation of Mr. Albert H. Wiggin, President of the Chase National Bank, but has been fortunate in securing in his place on the Board of Directors, Mr. Josiah O. Low of Brooklyn.

During the year the Committee adopted by-laws and also took the necessary action to change its legal title from "The Committee of Fourteen for the Suppression of Raines Law Hotels" to "The Committee of Fourteen." At the same time the designation of its purposes was amended to read "The Suppression of Commercialized Vice." In view of the broadened work of the Committee, these legal changes seem to be desirable.

CERTIFICATION OF COMMITTEE.

An amendment to the Code of Civil Procedure made in 1913, granted certain powers to "Any domestic corporation organized for the suppression of vice, subject to or which submits to, visitation by the State Board of Charities and possesses a certificate from such Board of such fact and of conformity with its regulations," and the same provisions are incorporated in the Herrick Injunction and Abatement Law. These powers are those possessed by a tax payer in the neighborhood of property used for unlawful purpose to institute an action to suppress violations of law. Accordingly in order that the Committee might be possessed of these powers should special need arise for their use, application was made to the State Board of Charities for such a certificate, and after a careful investigation of the sources of the Committee's support and of its methods of work and personnel, the Board on April 15th, issued to the Committee of Fourteen the first of such certificates.

LEGISLATION 1914.

The Injunction and Abatement Law:

Early in the legislative session of 1914, the Committee secured the introduction in both houses of the legislature of the Injunc-

tion and Abatement Bill, which had failed to pass in the closing hours of the preceding session. This Bill was similar to the Iowa Injunction and Abatement Law, which has been found to be the most effective weapon yet known against disorderly resorts. Under such a law suit may be brought whereby the property as well as its owner may be penalized. The penalty against the property being restriction against its use for any purpose for a period not to exceed one year. Moreover, because a civil suit, the complainant has the right of appeal. This law has become famous through its adoption by Congress for the District of Columbia and because it has been the subject of referendum in California.*

It was the Committee's intention that the bill should be re-introduced in the State Senate by Senator Wagner, who had the bill in charge the preceding year. Because of Senator Wagner having become Acting Lieutenant Governor, this could not be done, but he took as much interest in the success of the bill as though he had introduced it and for its final passage the Committee is indebted to him. At the suggestion of the Lieutenant Governor, Senator Walter T. Herrick was asked to introduce the bill, and as its introducer, Senator Herrick made a strong fight for it both at the Committee hearing and before the Senate.

Before the bill was reported out of Committee, several amendments were made to meet the criticisms of representatives of the hotel and real estate interests. While these amendments changed the form of the penalties from those of the Iowa model, in reality the New York law as adopted is more effective. The New York law does away with money penalties, which are objectionable, and provides for a jail sentence and the closing of the property. This Law also contains a provision that a conviction of the keeper of the disorderly house shall be sufficient evidence of the nuisance. The existence of such a law a few years ago, would have prevented the farce of 18 convictions from the same resort on Sixth Avenue within six months or the regular monthly convictions of the houses in West 41st Street. This continuous performance was because in all cases only money penalties were imposed (\$50 each time).

When the Herrick bill came before the State Senate on order of final passage, that body went into executive session that the

*It was adopted, the country districts voting strongly for the law.

legislators might discuss the whole problem of prostitution unhampered by the presence of spectators. After a two-hour discussion participated in by the leaders of both parties, the bill was passed by a unanimous vote. This action should be appreciated as representing the changed attitude of our legislators. This group of men were not elected because of any especially high moral standard and their action in deliberately voting for a measure to suppress what many of their constituents deem the "Necessary evil" seems worthy of special appreciation. Moreover, it has been often said that a close connection existed between the politicians and vice and especially did the accusation involve the organization which controlled the State Senate this year. The action of these Senators is greatly to their credit and is also of the greatest encouragement to those fighting vice.

The Bill was introduced in the Assembly by Assemblyman Knight and passed without a dissenting vote. It was signed by Governor Glynn on April 14th, becoming Chapter 365 of the Laws of 1914. For assistance in securing this law, thanks are especially due to Lieutenant Governor Wagner and Senator Herrick and Assemblyman Knight, to the party leaders in both Houses, and to the many civic organizations which joined with the committee in advocating the bill. A test case is now being brought by the District Attorney of New York against the owner of a disorderly house in West 54th Street.* This house has been run as a disorderly resort for many years and there have been several convictions of the keeper (a woman), who was also the owner of the property, for so maintaining it. On evidence secured since the passage of the Injunction and Abatement Law, she was again convicted, and for the first time in her experience she received a jail sentence. Thus the evidence is indisputable that the owner knowingly maintained a nuisance. The District Attorney of Kings County has also agreed to bring an action under this law against a hotel in that County recently convicted which property is owned by the estate of the widow of a large Brooklyn brewer.† These suits will probably be carried to the Court of Appeals so that an early determination of the constitutionality of the law is not anticipated. The mere existence of the law on the Statute books has seemed, however, to exercise a deterring effect upon those who would or do conduct vice resorts.

*See illustration facing page 24.

†See illustration facing page 25.



A DISORDERLY HOUSE WHICH LONG RESISTED THE
REPRESSIVE MOVEMENT

Notice Public School in the street scene. Space for the dance hall in this house was secured by bricking in and covering over the back yard.

(See text, page 24.)



AN OLD OFFENDER

Attention is called to the ground glass in the lower sashes of each of the upper windows (bedrooms). This prevents any disorderly acts by occupants being seen, and so protects the hotel management.

(See text, pages 24 and 42.)

THE COURTS.

*Special Sessions.**

The year's work in "Special Sessions," as far as actual results obtained, was satisfactory. There was a decrease of nearly 100 in the number of disorderly house cases tried, due in part to a recent amendment by which disorderly house cases in tenements are disposed of by the magistrates. In the majority of cases where police evidence was properly secured and presented, the Court promptly convicted and some very important convictions were obtained. As a result resorts that have long been immune were suppressed. Unfortunately the order of Mayor Gaynor in regard to the method of obtaining evidence against disorderly houses has been set aside and the police officers are allowed the use of the old method, namely, two or more officers taking the same woman (a prostitute) to the hotel, registering the woman as "wife" in both cases and occupying a room with her for a short period of time. This is objectionable from a moral viewpoint, because of the temptation to which it subjects the police. There is always more or less dissatisfaction with this old method as it tends to raise a question in the mind of the Court as to whether evidence was properly secured. This explains in part the increase in the percentage of acquittals over previous years, shown in Appendix A. The Committee has not yet been able to secure the adoption by the Judges of Special Sessions of a discontinuance of the fine as a penalty in such cases, has been done in the Magistrates Courts in dealing with prostitutes. The matter has been informally taken up with some of the Judges and the Committee's efforts in this direction will be continued.

The greatest disappointment in connection with the Committee's work in Special Sessions was that at one period of the year there was a return to the former unsatisfactory practice of permitting the transfer of cases from Special to General Sessions, in which court, trials are always before a jury. There is no positively good reason why such transfers should be made. The Court of Special Sessions has shown itself amply competent to fairly try disorderly house cases, and that no injustice has been done is clearly shown by the fact that although many cases have been

*The Court of Special Sessions is for the trial of persons charged with misdemeanors, minor criminal offenses. The trial is before three judges who act as both judge and jury.

taken to the Appellate Division and some to the Court of Appeals, there has not been a reversal by either of these higher Courts in the past four years.

Nine such cases were transferred, all against well known assignation hotels where the financial interest was considerable. That the Committee's complaint against such transfers was justified is shown by the fact that the Grand Jurors failed to find indictments against seven of the defendants. In one case the indictment, though obtained, was dismissed in General Sessions on motion of the attorney for the defendant, the District Attorney concurring. In the other case, where an indictment was secured, the case has not yet been tried although now pending some months. The probable reason for the discharge of so great a proportion of these cases by the Grand Juries is the lack of familiarity of the jurors with what constitutes proper legal evidence in disorderly house cases as has been determined by the Appellate Courts. The old belief in masculine sex necessity causes a more or less tolerant attitude among the members of the Grand Jury toward assignation hotels.

In the Annual Report of the Committee for 1913, reference was made to a disorderly house case then pending against the agent of the "Robespierre," a seven-story elevator apartment house at 230 West 50th Street. When the case was finally tried in December, 1913, Ernest Tribelhorn, President of the Realty Company operating the property, was convicted and sentenced to 25 days and a fine of \$500. The case was the most bitterly fought of any ever tried in the Court of Special Sessions. After having been on the calendar nearly a year, during which time distinguished counsel made numerous motions for the dismissal of the "information," the actual trial lasted three entire days as against the customary two hours. The case originated in January, 1913, following a long series of convictions of women for maintaining disorderly flats in the building. The principal evidence at the trial was given by two former employes of Tribelhorn, through whom guilty knowledge on his part was shown. This evidence was supplemented by the testimony of the Police and residents of the neighborhood, together with the records of repeated convictions at these premises. This conviction was the first of its kind and was made possible through precedents established by the higher Courts in the Rosie Hertz case. The im-

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portance of this conviction was very great, and one of the most interesting results was the receipt by the Assistant District Attorney who tried the case, of a number of letters from real estate agents asking for advice regarding the conduct of similar property.

Mention is made elsewhere of the conviction of "Tom" Sharkey, whose saloon in 14th Street had been a notorious resort for years; of a clerk employed in the Venice Hotel at 109 East 125th Street, and of the clerks of two hotels on Lower Sixth Avenue, long a source of trouble to the Committee. These convictions caused the closing of these resorts. Equal in importance was the conviction secured by men from Inspector Dwyer's office of the proprietress of the "Little Belmont," a modern hotel in West 45th Street. The conviction of a disorderly house in East 2nd Street near the Bowery, was most satisfactory because it was secured upon testimony by citizens as to the bad reputation of the place, and that of police officers who had observed for a considerable period of time an unusual number of men, who being signalled by the defendant, went into the premises. This conviction showed that it is possible, as Mayor Gaynor held, to secure sufficient evidence for conviction without police officers being participants in disorderly acts. In this case the Committee was able for the first time to show the advantage of a recent amendment which it had secured, requiring persons convicted of keeping a disorderly house to be fingerprinted for identification before sentence. By this means it was discovered that the defendant in this case had twice been convicted in the Night Court for soliciting. She was also notorious as an employe in disorderly houses, being particularly valuable to the so-called Vice Syndicate when it was operating, because of a very remarkable memory which enabled her to recognize nearly all plain clothes police.

Because of convictions on police evidence four small disorderly hotels operating in side streets and only recently objectionable, were completely suppressed. Two of these were opened by former employes of well-known disorderly hotels that had been suppressed thru the Committee's activity. Among the new places easily suppressed was a cafe in West 44th Street, where the women solicited and which operated in connection with a hotel in the same street, a block and a half distant. Formerly this was a common practice, but the closing of the "German Village" was supposed

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to have ended such combinations. Vigorous police action resulted in the closing of both the cafe and the hotel, the former by the conviction of the proprietor, and the latter by the brewer removing the liquor tax certificate immediately upon notice from the police that an arrest had been made. The police case against the cafe was not brought to trial because of the death of the defendant, but the State Excise Department secured a revocation of the license, inflicting the penalty upon the premises.

A good illustration of the persistence with which disorderly house keepers will attempt to carry on their business is shown by the cases against a small furnished room house in West 34th Street near Seventh Avenue. On October 23d, one employe was acquitted as a result of insufficiency of police evidence. Emboldened by his success in winning this case the proprietor still continued the disorderly business. Less than a month later, November 13th, another employe was convicted and sentenced to three months. This did not deter the proprietor, who continued doing business, only to have on July 8th, a third employe convicted and sentenced to 30 days in the City Prison. This last conviction finally suppressed the place. At the time of the last trial it was discovered that the proprietor of this place had formerly operated two disorderly saloons on the upper East Side, both of which places were closed by the action of the Committee in co-operation with the brewers. He stated to one of the police officers in the last case that he was going to some place where there was not a Committee of Fourteen; he thought that when he got out of the saloon business he was safe from its activities.

Strong police cases have been obtained against the proprietors of two large disorderly apartment houses on the upper West Side and the defendants held for trial in Special Sessions, the cases being still pending. The evidence follows the lines of the Tribelhorn case, and in each instance the police evidence will be supplemented by the testimony of residents of the immediate neighborhood.

Penalized Premises:

Addresses of premises certificated to traffic in liquor, proved to be disorderly by a criminal conviction in the Court of Special Sessions during the year 1913-14, thereby forfeiting the privilege

to traffic in liquor for one year from the date of conviction, are shown in the following table:

Manhattan:

394-6 First Ave.....	Nov. 28th, 1913.
144 East 14th St.....	Feb. 9th, 1914.
242 East 3rd St.....	Feb. 16th, 1914.
116 West 45th St.....	Feb. 20th, 1914.
1794 Third Ave.....	Feb. 27th, 1914.
316 Greenwich St.....	March 30th, 1914.
384 Sixth Ave.....	May 15th, 1914.
680 Sixth Ave.....	June 12th, 1914.
394 Sixth Ave.....	June 15th, 1914.
1795 Third Ave.....	June 26th, 1914.
215 Bowery.....	Sept. 9th, 1914.
286 Bowery.....	Sept. 28th, 1914.
80 Cherry St.....	Sept. 28th, 1914.

*Women's Court:**

The number of arraignments for prostitution in the Women's Court during its fourth year was 2,657, a decrease of almost 600 from the preceding year. The above figures include an increase of 593 in the number of cases of women charged with prostitution in tenements, making the decrease in the cases of loitering and soliciting, 890 or a full third. The reason for this change is to a great extent due to the improved condition on the streets, the number of women to be observed loitering being greatly reduced, and to the increased care on the part of the women left to avoid actions which constitute a violation of the law, as well as to the difference in the methods of work by the police. (See Tenement House Department, p. 31.) The women are now very cautious about speaking first, knowing that should the man accosted be a detective, they, by so doing, have given him the necessary evidence against themselves as street walkers.

The proportionate disposition of the cases during the year shows but little change from preceding years, except that the percentage placed on probation decreased a quarter, while there was an equal increase of those committed to the institutions.

The number of different individuals convicted in the Court in its four years has now reached a total of 6,238; of these 3,591, or

*This is a Magistrate's Court holding sessions at night in which are arraigned all women charged with being prostitutes.

over 57% have been convicted but once and 664 have been convicted five times or more. These totals do not seem very large when it is considered that it represents the convictions of four years. It is these 664 persistent offenders for whom a place of permanent detention should be specially provided. During the past year there have been 1,070 new women convicted as against 630 in 1913 and in the number of those convicted five times or more an increase of 135 as compared with 174 in 1913.

For the continued effective work of this Court, appreciation is due to Magistrates Barlow, Herbert and Murphy, who have accepted the special assignment of this Court for four successive years, and to their able assistant, Miss Alice Smith, the probation officer. The court probably draws more visitors than any other in the country, being the first of its kind and the first to use extensively the fingerprint identification, and to abolish fines as a disposition in prostitution cases.

It is to be regretted that the City's financial condition has prevented progress in the Women's Court Building and House of Detention; that there is no place for the permanent detention of those who cannot or will not support themselves other than as prostitutes, and that facilities for the institutional care and correction of unchaste women have not increased to meet the greater demand.

POLICE.

Early in the year the Committee departed from its usual custom and at the request of the then Third Deputy Police Commissioner, Harry W. Newburger, employed investigators who obtained legal evidence against a hotel in Harlem whose proprietor had been a witness in the police graft cases. The proprietor apparently felt that this testimony had made him immune from Police interference, for he operated a very disorderly place. A warrant was issued for an employe on the evidence of the investigators and the place raided. Within a month the defendant had been found guilty and sentenced to 60 days in jail, while the proprietor abandoned the hotel and fled to Canada. It is a matter of regret to the Committee that it is so difficult to obtain the necessary evidence against the proprietors. The employe who could give the necessary evidence to convict the proprietor, preferring to serve his jail sentence since the proprietor compensates him for

being the scapegoat. In this case the proprietor fled because the employe was willing to testify against him.

An unsuccessful attempt was made by the Committee's investigators to get a place in the upper Tenderloin which the Police had never disturbed, but because the evidence was not presented in just the proper order, the Court did not convict the defendant. The conviction of the ex-pugilist, Tom Sharkey, was obtained as a result of reports of the Committee's investigators which were submitted to the Police Department. It was this conviction and the prison sentence of 30 days which caused the closing of the last of the three notorious resorts so long located on the south side of East 14th St.*

The Committee was much interested in the charges which Police Commissioner McKay made against Inspector Gillen. The Inspector had always co-operated with the Committee and it had been especially pleased with his efforts against hotels on East 34th Street. Part of the charges against him was his failure to suppress a notorious resort on Sixth Avenue. The Committee had been anxious to suppress this place, but the Committee's Secretaries, believing that Inspector Gillen's men were too well known to secure the necessary evidence, had made complaint to Lieutenant Costigan, who commanded a special vice squad and whose men were successful as anticipated.

TENEMENT HOUSE DEPARTMENT.

The number of arrests during the twelve months of persons charged with a violation of the law against prostitution in tenement houses was 1,099, as compared with 506 the preceding year, and 159 in the year 1911-12. In May, 1914, the arrests numbered 153, a figure which closely approximates the 1911-12 total.

This increase in cases is, as has already been stated, due in part to the closing of the old-fashioned parlor houses, the women having gone as have so many of New York's citizens, into the multiple dwelling known technically as a tenement house, popularly known as an apartment or flat. To these houses have also gone some of the women who used the now closed disorderly hotels. Another cause of the increase is that the Police acting under instructions now bring as violations of the Tenement House Law, cases which formerly were considered only as street soliciting

*See illustration facing page 15.

cases, i. e., if a woman solicits an officer and takes him to her room in a tenement, she is charged under the Tenement House Law, whereas, formerly the officer arrested her before he had accompanied her to her room. Also this increase accounts for some of the decrease noted under Special Sessions.

Of the 1,099 persons arrested, 932 or 85% were convicted, an unusually high percentage of convictions where the penalties are severe. The greatest reason for discharge of these cases is a technical one, the inability of the police to prove the premises to be a tenement house, a house in which three families live, doing their cooking "separately and apart." In some cases this difficulty is due to interference by the landlord with the witnesses who are tenants of the house and who are subpoenaed to appear at Night Court, to testify that they do their cooking "separately and apart" and so prove the building to be a tenement. It was suggested that the Magistrates accept the certificate of the Tenement House Department as sufficient proof of the structural character of the building. This was found to be impossible because of the decision of the Supreme Court in the Bromlich case. The necessary amendments to legalize the acceptance of such certificates will be sought at the 1915 session of the Legislature.

Of those convicted 764 or 82% were committed to the workhouse. In almost 50% of these cases the sentence was 90 days, this being the sentence agreed upon between the magistrates for the ordinary case, while 142 were sent for the maximum period of 6 months. A year ago the law was amended making impossible the placing on probation of those convicted for this offence. In exceptional cases, 24 in the entire year, the magistrate has imposed a sentence of one day where he felt that the case was not one for a reformatory institution and a workhouse committment was inadvisable. During the year, 25 of the women convicted of this offence were committed to Bedford Reformatory and 110 to the Rescue Homes.

Of those convicted under this law, the percentage of those not previously arrested for prostitution was 60% as compared with 40% in the cases of loitering and soliciting, indicating that many of these women are less hardened offenders. The proportion of foreign born, 24%, and of negroes, 36%, are both quite remarkable. Because of this latter percent. which is very much greater than the relative proportion of negroes in the population of the



A RESORT FOR FOREIGNERS

This fifty-room hotel has now been converted into flats for families.

(See text, pages 14 and 42.)



A DISORDERLY HOTEL LONG IMMUNE FROM OFFICIAL
EFFORTS FOR SUPPRESSION

This hotel was located in one of New York's old residence districts and very near many social clubs.

(See text, page 35.)

city, the Committee united with the National League on Urban Conditions among the Negroes in a special investigation of these cases, covering a period of two months. The reformatory institutions are overcrowded with white girls and are most reluctant under present conditions to have any increased proportion of colored girls committed to their charge; therefore practically all these girls are sent to the workhouse where it is difficult to help them. The colored girl constitutes a peculiar problem of herself and in her relations to the white girls when in the same institutions.

These cases of prostitution in the tenements, while scattered generally over the city, are concentrated in certain districts. For example, 200 of them were from the 1st Inspection District, which covers the lower East Side; 336, or almost one-third, came from the Old Tenderloin, the West Side from 14th Street to 42nd Street, while 261 came from the 4th Inspection District, which lies on the West Side north of 42nd Street, and 195 from Harlem. Perhaps one-half of the cases from the Third District and a large majority of those from Harlem are of negroes. Very few cases were gotten by the police from the lower West Side or from the upper East Side.

Included in these tenement house cases are a number of cases of "massage parlors," places where it is particularly difficult to get the evidence. During the year the Police were able to suppress a number of these which are but disorderly houses in disguise and they were finally able to force the closing of a house in the neighborhood of the Grand Central Station and the immediate vicinity of the large college clubs.

The most interesting of these cases during the year was that of Marie Garcia. She was committed to the workhouse in Blackwell's Island, but was then transferred to the Queens County jail, the workhouse accommodations being unusually limited, because of alterations. She was released on a writ of *habeas corpus*, her friends being successful in convincing the District Attorney of Queens County of her innocence and hence he did not oppose the motion before a County Judge. This action involved a number of interesting points of law, and it also resulted in an order from Commissioner Davis that women committed for long periods should not be transferred from the jurisdiction of the New York County courts. In the case of another woman of better class

than ordinary, her attorney, after being refused by three of the four Magistrates assigned to the Women's Court, was able to secure for his client a one-day sentence from the fourth magistrate.

The 1,099 cases occurred at 586 different addresses, 176 of which were of houses occupied by negroes. In one case there were as many as 13 arrests and seven convictions for this crime in the same house. The Corporation Counsel has brought two test cases for the collection of the penalties for such misuse of property. In the case to recover the penalty of \$50.00 the city has been beaten in the lower Courts, it being held by the Judges that though the tenement had been used for prohibited purposes, yet the owner's knowledge of such misuse must be proven before he can be penalized. The case is now being taken to the Court of Appeals. The test case for the \$1,000 penalty has been brought against an owner of many tenements, from which prostitutes have been actually convicted, thus making the case a particularly strong one. This case has been vigorously contested, a motion having been made before Judge Page for a dismissal of the case on the pleadings, the defendant's counsel arguing, granting that although the facts alleged by the Department were proved, they did not constitute a sufficient cause for action. This motion was denied and the defendant has appealed from Judge Page's decision,* which has further postponed the trial and final determination of the penalty as provided by the 1913 amendments.

During the year, evidence was secured which should have been sufficient for over 500 possible suits to recover the \$50 penalty and 60 to recover the \$1,000 penalty. The small proportionate number of these latter suits is an indication that originally the presence of the prostitutes was without the knowledge of the owners and that an owner, facing a heavy penalty, takes effective measures to prevent a renewal of unlawful acts by his tenants. In 35 of the heavy penalty cases the prostitutes were negroes. Only 3 of the possible sixty cases involve tenements located on the East Side, though 130 of the single offence cases occurred south of 14th Street and east of the Bowery. The testimony in many of these cases shows that the pimp is a decided factor in East Side vice and many of the cases against men have come from this part of the city. The women themselves are largely immigrants, and seem

*This decision was affirmed in December by the Appellate Division.

unconscious of having committed any offence. In one case two of them came into court wearing their peasant's holiday costume. These two girls were deported and those responsible for their life of prostitution were sent to jail for long terms. The Committee will continue to closely watch cases of this kind and hopes for a favorable termination of the penalty suits.

EXCISE DEPARTMENT.*

This Department's activities during the year included three cases for the revocation of licenses issued for places in Manhattan, and which the Department, after being unsuccessful in the lower Courts, carried to the Court of Appeals. The case which was won involved important questions of law. The hotel was at Third Avenue and 42nd Street, and had been convicted under the penal law of being a disorderly house. Because of this conviction and because the building was within 200 feet of a school, the special privilege of trafficking in liquor at this location was permanently lost. Through oversight, the Department issued a license for this place as though it was not so located. Upon the facts being brought to Commissioner Farley's attention by this Committee, suit was at once begun to revoke the improperly issued certificate. The case was carried by the defendant to the highest court. Judge Greenbaum's opinion in the original decision was encouraging, for passing over the technical defense, he considered the essential questions involved. The higher Courts affirmed on this opinion.

The Committee took exception to the Department's lack of action in the Redmond case, which involved the hotel at 20th Street and Third Avenue, and exchanged briefs with the Commissioner upon the question of the extent of his discretionary power under the law.†

The Commissioner held that he had the right to use unlimited discretion in matters of prosecution even where there was an undoubted violation. The Commissioner held that this discretionary power was vested in him by law for the general purposes of his office, and that this discretion was limited only to charges of abuse of it or neglect of duty. The Committee held that the

*This is the State Department which collects taxes from those selling liquor and enforces the liquor laws. The Committee assists this Department to effect improved conditions in the liquor business.

†See illustration facing page 33.

law conferred only certain definite powers on the Commissioner and certain definite duties and that it was an unquestioned part of his duty to prosecute wherever there was a plain violation of the law. The Committee had a long conference with the Commissioner in which each set forth opposing views with great frankness and in a friendly spirit, the Commissioner deeming that his position had been sustained by Court decisions and the Committee being equally convinced that it had the same authority for its position.

The Department was ultimately successful in penalizing an upper Lexington Avenue hotel which had long been a proper cause of complaint; the case was twice tried in the Supreme Court and twice decided in the Appellate Division before finally determined. The evidence against the place had constituted originally three police cases and in spite of these criminal cases being dismissed by Grand Juries, the Department was successful in the Civil Courts on the same evidence.

The number of revocation proceedings brought by the Department against resorts unfortunately shows a considerable decrease. It is very difficult for the agents of the Department to secure the necessary evidence, as thro legal advice and actual experience, many proprietors of these places have learned to so conduct their business as to avoid an open violation. The majority of these cases were successful. Such suits act as a deterrent to a continuance of objectionable business because of the financial loss entailed.

There was during the year a decrease of 80 in the number of hotels in the entire city licensed to sell liquor. The decrease while relatively small, is encouraging as it shows a continuing decrease. Of the 1,473 hotels in the city now having liquor licenses, 532 are in Manhattan or about one to every 4,600 population, and one to every eight saloons. The outlying parts of the city show a remarkably larger proportion of hotels to the population and to the total number of licenses. In Queens the proportion is one hotel to eleven hundred population and one-quarter of the licenses are issued to hotels. This comparison is interesting for "the hotel district" is in the heart of the city. These country hotels are centers of local life and are not used for immoral purposes. It was places such as these that were in the minds of the legislators

when the Sunday provisions of the Liquor Tax Law was drafted, provisions which resulted so unfortunately for the cities.

*Penalized Premises:**

Addresses of premises legally proved to have been disorderly by a revocation proceeding, brought by the State Excise Department to revoke the liquor tax certificate issued therefor:

New York County:

2029 Lexington Ave.....June 9, 1914.
45 West 32nd St.....June 15, 1914.
155 West 44th St.....April 8, 1914.

Kings County:

407-9 Bridge St.....June 12, 1914.
123 Manhattan Ave.....June 4, 1914.
83 Montrose Ave.....May 21, 1914.
101st. St. N. S., near 4th Ave.....June 28, 1914.
40 Willoughby St.....April 22, 1914.

Queens County:

Merrick Road, N. E. Cor. Foster's
Meadow Rd., Rosedale.....Dec. 19, 1913.
142 South St., Jamaica.....June 4, 1914.

BUSINESS INTERESTS.

Brewers and Surety Companies:†

During the year the co-operation with the Brewers has been strengthened and extended. At one time within a period of two weeks, four licenses were removed by the Brewers because of the failure of the proprietors to keep their promises to the Committee. At the request of "the Kehillah" (Jewish Community), the Brewers were asked to treat the saloons on the East Side which were the headquarters of notorious gangsters as they had been

*The traffic in liquor cannot be continued for one year after it has been legally proved that the premises were permitted to be disorderly.

†The Brewers besides supplying the beer, control the management in 85% of the saloons and small hotels either through ownership of the property, an assignment of the lease, a chattel mortgage on the fixtures or because they have advanced the license money.

The Surety Companies furnish the bond which guarantees compliance with the law. Every applicant for a license to sell liquor must furnish such a bond.

treating those saloons which catered to disorderly women. This caused a considerable increase in the number of complaints of disorderly saloons to the Brewers. In one instance, a gangster was forced first out of his East Side saloon, then from a new place which he opened in the Bronx. Then he was found and forced out of a saloon on Eighth Avenue and finally suffered the same treatment in a West 22nd Street place. Discouraged, at least temporarily, he abandoned his attempt to run a saloon.

The co-operation with the Surety Companies continues to be most satisfactory, Mr. A. E. Sheridan remaining their agent.

The Committee again filed with the Brewers and Surety Companies a list of saloons and hotels objectionable to it. As a result the proprietors of the places on this list were forced to come to the Committee's office where they were told how it would be necessary for them to conduct their business as regards women if they were to continue. As a result the Committee has promises of proper conduct from 288 places in Manhattan and the Bronx, and 125 places in Brooklyn and Queens. The two most flagrant violators of the 1913 probationary promises were the ex-pugilist, Tom Sharkey, who was convicted and served a jail sentence, and a resort keeper on Sixth Avenue, whose place was raided by the police. Tho the case against this latter was discharged, the proprietor learned a salutary lesson and his rathskeller, which had for years been a "market for women," is now completely abandoned.

There are now 38 places as against 47 last year, doing an immoral business. These places are independent of both Brewers and Surety Companies; 33 are located in Manhattan and the Bronx and 5 in Brooklyn and Queens. Against these places the Committee will continue to direct its efforts and hopes to continue to report a further decrease. As a result of the co-operation of the Committee, the Brewers and the Excise Department, 88 places were closed on October 1st, 1914. Of these, 48 were in Manhattan and the Bronx and 40 in Brooklyn and Queens. Proprietors who do not think they need respect their probationary promises have gradually been made to realize that the Committee has the sincere support of the Brewers and Surety Companies and that promises must be kept. These men, then, frequently sell out and as often the purchaser is of a much better type, the desired improvement results.

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In not a few cases this better management has resulted in new and profitable business, *e. g.*, a place which for years was known as an assignation hotel is now the brewer's largest beer seller, doing a thriving business at lunch time, while the proprietor lives on the premises with his family and the rooms above are rented to men only. In the Bronx is a place which, besides being without profit to the brewer was also a source of annoyance, has become through the changes caused by the Committee's work, his most profitable customer.

Among the places cleaned up during the year were three hotels on lower Third Avenue, long established disorderlies. The proprietor of the one near Cooper Union having died, his sister, as executor, came into control. Because she would not permit a continuance of the objectionable business, an effort was made by others interested, to have her removed. The Surrogate was much interested when the Committee brought the real facts in the case to his personal attention and the executrix remained in control.

In the Committee's report for last year was an illustration of a hotel long notorious, located on ground owned by a prominent family. The continued efforts of the Committee and others interested have produced an entirely satisfactory change in the conduct of this place. Its former proprietor after doing little business for two years, finally was convinced that it would not be possible for him to longer continue with profit his methods and sold out to a man who now conducts it as a Labor Headquarters hotel.

The third hotel, close to Gramercy Park, was convicted of being disorderly and because it was within 200 feet of the Quaker Church lost its license permanently. Of this danger, should the disorderly business be continued, both the owner and proprietor had been warned, so that the heavy loss incurred brings them no sympathy.

This continued co-operation of the Brewers and Surety Companies with the Committee is most encouraging for it has resulted in a constant raising of the standards of management of saloons and hotels.

Department Store:

From time to time sensational accounts of the immoral conditions supposed to exist in department stores have appeared in

magazine articles and in reports of social organizations. The writers have charged that the wages paid were insufficient for a decent livelihood and that as a result it was a common practice for girls to add to these wages by immoral relations, frequently with the recognition and even the connivance of the store management.

It seemed to the Committee of Fourteen that it might wisely undertake an independent investigation of conditions in one of the stores mentioned in these reports.

The Committee's investigation covered a period of six months. Three women investigators were employed for a total of 35 weeks. Two served behind the counter while the third, employed in the complaint department, went freely over the entire store. The investigators who served as clerks were transferred as often as was advisable from one department to another, so that those departments were observed which employed both men and women, as well as those employing women only, and those under suspicion because of the above mentioned reports. The conditions found were in the Committee's opinion normal; *i. e.*, what could be expected of any large group of individuals drawn from such a city as New York and employed to do such work. While individuals with low moral standards were found, there was nothing in the conduct of the store either to encourage or to make necessary the exploitation of these standards.

On the other hand it was felt that the physical and nervous strain upon the girls might have a bad reaction upon their self-control.

While it was true that the general attitude toward men and sex relations was normal, all the investigators admitted a freedom of speech frequently verging upon the vulgar, but since there was very little evidence of any actual immorality, this can probably be likened to the same spirit which prompts the telling of risqué stories in other circles.

The impression of the Committee is that the particular store where it conducted its investigation is fairly representative of the middle class of department stores, and that what is true of it is in general true of the others. There is a sincere desire in those stores in general, it believes, whether as a result of moral purpose or of business sagacity, to establish and maintain conditions which shall insure morality. Immorality from the business standpoint involves serious consequences.

The full Report of this investigation has been printed separately and may be obtained upon application to the Committee.

Owners:

The Committee did not follow its proposed plan to seek to secure an ordinance requiring that the owners of property used for certain purposes display on that property, their names and addresses. This was the so-called Tin Plate Ordinance. The Committee postponed action in this matter, following a conference with a group of leading real estate men who argued that the proposed ordinance would not accomplish the purpose intended—the correction of improper conditions through giving publicity to the ownership. They also represented that the proposed ordinance would be a hardship upon the many in order to reach the few.

An investigation of the ownership of tenements from which women have been convicted of prostitution, which has been made by the Committee, substantiates to some extent the statement of the real estate men. It is found that the bulk of the property so used is held by many owners who are not known in real estate circles and who it is reasonable to suppose would not discontinue a profitable use of their property because of publicity. In certain cases where the property is held by those who would be affected by the proposed ordinance, it is known that every effort is made by such owners to prevent their property from being misused. There is some property so situated that if the owner is to secure even a moderate return on the investment, he will be constantly in danger of someone's occupying it who will misuse it.

KINGS COUNTY.

A definite improvement in conditions in Brooklyn can be reported. Before the New Year, Inspector Daly had secured convictions of the hotels on Duffield Street and on Smith Street just off Fulton Street and their proprietor, Richardson, was sentenced to jail. In the case of "The Manhattan" on Duffield Street, the police evidence was greatly strengthened by the testimony of the neighbors, despite efforts on the part of the defense to dissuade the People's witnesses from testifying. These convictions also affected the business of the third hotel conducted by Richardson, he having learned the danger of continuing to take chances as he had done under earlier police administration. A conviction was

also obtained at the Brooklyn Hotel on Washington Street, which was closed as a hotel, with the help of the holder of the purchase money mortgage on the property, one of the Borough's well known citizens.

Of particular interest was the case against a hotel located at an entrance to Prospect Park. Seven excise cases were gotten of Sunday and after hour violations. They were all tried on one day and resulted in seven successive convictions. While these cases were being secured, a Magistrate sent to the Committee's office a girl whom he had committed to Bedford, that the Committee might hear the story of her experiences at this particular hotel. This story and the convictions which forfeited the license and the bond, convinced the brewer of the desirability of accepting a heavy loss and the place was closed. It is now being reconstructed, reducing the number of rooms to ten, and their use will be restricted to men only. If nothing else had been done in Brooklyn in the entire twelve months than to close this place, a satisfactory report of progress could be made.* Another hotel on the other side of the Park, in a building which was formerly a family mansion, was also closed because the proprietor, failing to secure the Committee's approval of the continuance of his business, was unable to secure the necessary cash for a bond.†

The police also secured some evidence of a disorderly house against a hotel on the lower end of Broadway, and, although the defendants were acquitted in Special Sessions, the proprietor was so frightened that he closed the whole building.

In Christmas week occurred the trial and conviction of Fegelle, referred to in the Introduction, whose latest resort had been in the Williamsburg District.‡ His sentence of 20 years in State's Prison should be an effective warning to others not to follow his example. During the same week a revocation action by the State Department was tried against another hotel near the Williamsburg Bridge Plaza and although the evidence seemed more than sufficient to prove a violation of the Sunday law, the Judge discharged the defendant. In August, 1914, disorderly house evidence was obtained at this hotel and a conviction resulted in October.§

*See illustration facing page 42.

†See illustration facing page 43.

‡See illustration facing page 32.

§See illustration facing page 25.



FINALLY SUPPRESSED

There was in Brooklyn no more dangerous place for young girls than this hotel at a Prospect Park entrance. The car lines passing this hotel reached all parts of the Borough.

(See text, page 42.)



THE FATE OF A FAMILY MANSION

This assignment hotel was near Prospect Park, Brooklyn, and was convenient to many rapid transit lines.

(See text, page 42.)

During the year, two cases were gotten against a hotel near the Broadway Ferry, a location now much off the beaten route of travel. On the register of this hotel appeared the fictitious entry "John Doe and wife" and the plainly improbable name "A Mann and wife." Despite this evidence the proprietor protested his innocence of knowingly catering to persons whose purpose was immoral. Though both defendants were acquitted, the place has been abandoned. The attention of the police was called to the business that was being done by a large hotel at Manhattan Crossing, and as a result the proprietor of this place discontinued for many months furnishing accommodations to couples, thereby closing one of the largest places doing this kind of business in Brooklyn.

Considerable additional work was given the Committee's representatives because many of those whose probationary promises had been accepted "took a chance" and violated them. This necessitated frequent inspections which, because the places in Brooklyn are much scattered, took considerable time. In one instance though the register showed the admission of men only as guests, suspicion was aroused because of the number of such transient guests. Inspection disclosed that every man was accompanied by a woman and that in certain rooms were couples who were not even registered. The Committee's action following this violation resulted in an abandonment of the hotel, the upper floors being converted into flats. In other instances, the proprietors submitted to the imposition of penalties as punishment, knowing that they would be unable to continue business after October 1st without the Committee's approval which, if the punishment was not borne, would be refused. The proprietors of other hotels who have given cash bonds are so seriously in fear of the Committee that they are limiting their business very greatly.

The improvement secured in the Myrtle Avenue district among the negroes has been further extended. In one instance the brewer removed temporarily the certificate of the only resort which persistently violated its promises. More and more the saloons in the neighborhood of the Borough Hall and the Navy Yard are being restricted in their business to men only.

The proposals to widen the law against men and to reach the prostitute in the furnished room house are of special interest to

Brooklyn for such amended laws will meet borough needs. The Committee will make a strong effort to secure such amendments.

Part of this Brooklyn improvement is due to the appointment as Third Deputy Police Commissioner of a resident of the Borough, a young attorney who has been in the Corporation Counsel's office. Commissioner Godley was given special charge of police matters in Brooklyn and has put Lieutenant McDonald in charge of the local vice squad.

Coney Island:

Commissioner Woods promoted to the Inspectorship of the Police District which includes Coney Island, Captain Thomas H. Murphy, who had been in charge of the Coney Island Precinct the preceding year. Inspector Murphy's familiarity with the resorts on "the Island" enabled him to work most effectively. As fast as places attempted to open, the Inspector secured disorderly house cases against them and in every instance prevented a continuance of the business by stationing an officer on the premises. Vigorous, but unsuccessful efforts were made to have these officers removed. It has been an old custom of Coney Island offenders to postpone the trial of cases, until after the close of the Summer season, not a difficult accomplishment because of the vacation of the Courts, and thus severe penalties were avoided. Among the places gotten by the Inspector was a hotel which the Committee had refused to pass for a bond because of the failure of the management the year previous to adequately correct the business being done. The Committee also refused to pass places on Oceanic Walk south of the Bowery, so that these places were all closed this year, even Maggie White, a well known Island character, not having a place.

*Penalized Premises:**

Premises certificated to traffic in liquor, proved to be disorderly by a criminal conviction in the Court of Special Sessions.

Brooklyn:

329 Adams St.....	Nov. 10th, 1913.
324 Albany Ave.....	May 21st, 1914.
230-2 Duffield St.....	Dec. 12th, 1913.

*The traffic in liquor cannot be continued for one year after it has been legally proved that the premises were permitted to be disorderly.

179 Graham Ave.....	May 20th, 1914.
126 Hamilton Ave.....	Oct. 30th, 1913.
58 Howard Ave.....	May 28th, 1914.
Park Pl. N. W. cor. of W. 3rd St.	
Coney Island.....	Nov. 3rd, 1913.
137 Pearl St.....	Oct. 18th, 1913.
20-22 Smith St.....	Oct. 9th, 1913.
13 Union St.....	Oct. 21st, 1913.

Queens and Richmond:

1605 Myrtle Ave., East Wmsburg....	June 2nd, 1914.
98 Washington St., Flushing.....	July 28th, 1914.
Hoffman Blvd., N. W. cor. Jeff. St.	
Jamaica	July 7th, 1914.
238 South St., Jamaica.....	June 30th, 1914.
250 South St., Jamaica.....	July 14th, 1914.
Merrick Rd., nr. Locust Ave. Spring-	
field	Aug. 11th, 1914.
2887 Richmond Terrace, Port Rich-	
mond, S. I.,.....	April 22nd, 1914

THE BRONX AND QUEENS.

The government for the new county of the Bronx took office on January 1st, 1914. Hon. Louis D. Gibbs, a former member of the Assembly and a warm supporter of the Committee's legislation at Albany became the County Judge, and Hon. Francis Martin, a former Assistant Corporation Counsel, the District Attorney. These are the only two new officials in the County government with whom the Committee's Secretaries come in contact for the Magistrates and the Judges of Special Sessions are officials of the city at large.

Conditions in the Bronx are similar to those in Brooklyn. In the last Annual Report mention was made of a number of assignation hotels that were operating in this borough. With but one exception, by co-operation with the brewers, all these hotels have been closed. This remaining one was operated by former proprietors of the Morningside Hotel at 115th St. and 8th Ave. Conditions became so notorious that District Attorney Martin took vigorous steps for its suppression and the place was also called to the attention of the Excise Department, which brought

an action against the "Cash Bond." This combination was so strong that the proprietors abandoned the premises.

Last Spring the serving of a casual dispossession led to the arrest of several Italians who were found to be keeping disorderly houses in the Bronx and Portchester. Investigations showed their connection with places in Brooklyn and Manhattan. These men made a habit of transferring the inmates from one place to another, and the District Attorney was fortunate in securing several of the inmates to turn State's evidence. Their evidence, together with other information unearthed by the detectives, resulted in the indictment of eight men, five of whom have already been convicted, on the charge of compulsory prostitution and unusually heavy sentences, ranging from 18½ to 6½ years, were given by Judge Gibbs. The interesting point in these convictions is that ordinarily such cases would be disposed of under the minor charge of keeping a disorderly house. Judge Gibbs and Mr. Martin, however, maintained that Section 2460 of the Penal Code, commonly known as the Compulsory Prostitution Section, covered cases where it could be shown that the proprietors of disorderly houses participated in any way in the profits of prostitution. These cases have been appealed and as they are similar to the Fegelle case in Kings County, in which the conviction was affirmed, it is anticipated that there will not be any reversals. The promptness and vigor with which the defendants were brought to trial and the summary punishment dealt out was most gratifying. This Committee furnished to the Bronx officials information about two other Italians who were engaged in the same traffic. As a result very definite clues have been secured which it is hoped will lead to the conviction of a group of men in Manhattan who for a long time have been suspected of being at the head of the disorderly house traffic among Italians.

The chief conditions in the Bronx causing concern to the Committee at the present time are a number of cabaret and road houses, principally the resort of automobile parties. It is hoped that a vigorous enforcement of the excise law will eliminate these places. Reports have also come to the Committee that a considerable number of those women who had been engaged in prostitution in tenement houses in Manhattan have moved to that section of the Bronx where their presence is particularly undesirable because of an unusual number of children in that district.

Queens:

Progress can also be reported in the Borough of Queens. The two places beyond the car barns at Myrtle Avenue, just across the Borough line, are both closed, while several places in the southern part of Jamaica were convicted of being disorderly and closed. Road houses in the further part of Queens which the Committee finds difficult to investigate, because of the distance, have in certain instances been reached by the police and convictions secured. Special attention was given by the Committee to places in the "Rockaways." While it was found that there was much immorality, it was of a kind that was difficult to reach, not being of the commercial character.

VENEREAL DISEASE.

Commercialized vice is the main avenue through which venereal disease is spread through the community and the Committee has endeavored to do what it could to reduce the dangers of infection.

While the Health Department requires the reporting of cases of venereal disease there is still a wide divergence of opinion as to the advisability of reporting such cases. The number reported during the 52 weeks ending October 3rd, 1914, was over 28,000, but as these are by case number only there are probably many duplications.

The Committee secured for the Health Department the assistance of the Retail Liquor Dealers' Assn. in effecting the removal from saloon toilets of the signs of quack doctors advertising fake cures for these diseases. In their place is now displayed the Department's signs announcing its Free Advisory Venereal Diseases Clinic.

Commissioner Davis of the Department of Correction has permitted the Committee to see the reports of the examination for venereal disease of those committed to the workhouse. In the hundred days ending Sept. 19th, one thousand women or about 62% of those committed had been examined and of these 720 were found to be diseased, being 78% of those committed for prostitution and 69%, for other offences. This latter figure would seem extraordinary if it did not confirm Commissioner Davis's statement that women are generally prostitutes before becoming criminals.

Syphilis in its worst form was found in three quarters of the

cases while gonorrhea uncomplicated with syphilis was found in less than 20% of the cases.

The Committee has compared the reports received from Commissioner Davis with the records of subsequent convictions at the Women's Court and to October 1st there have been 20 convictions of persons who when previously convicted, were found to be diseased. The case of a woman convicted on June 2nd for the fourth time and found to have both gonorrhea and syphilis was particularly interesting because on September 25th, 1910, a month after the Women's Court had been established, she was examined in connection with "Clause 79"* and was found to have gonorrhea. She was convicted twice in 1911 and when convicted for the fifth time in September, 1914, the sentence imposed was the same as the second and third. This woman who was a diseased prostitute in 1910 is still leading the life in 1914. How long should such a condition be permitted to continue? It would seem as if the time had arrived when the Health Department should, under its general powers, detain all persons found to be in such a condition as to spread disease.

CO-OPERATION.

District Organization:

The Committee has continued its coöperation with local organizations for the betterment of neighborhood conditions. The Gramercy, the Chelsea, the Kips Bay and the South Harlem Neighborhood Associations, corresponding with the same divisions of the Charity Organization Society have continued their effective organization of the past two years, and three of these local associations employ permanent secretaries, with whom the Committee actively coöperates. The intimate knowledge of the members of these associations with local conditions has been effectively used in securing some of the most important convictions of the year. In criminal cases the Committee assists the prosecutors generally while the district organizations secure the character witnesses whose testimony furnishes in many instances, the essential support of the police witnesses.

In the preparation of the Committee's Protest List, the reports of the Neighborhood Associations revealed a large number of

*Clause 79 was a provision in the Inferior Courts Act by which convicted prostitutes found suffering from venereal disease could be detained for that cause.

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saloons where disorderly conditions existed unknown to the Committee, and it is largely due to such information that the Committee was able to make more complete the Annual Protest List.

The Committee hopes to see established other neighborhood associations in those parts of the city where they are greatly needed, particularly on the upper West Side where the tenement house evil is a vital problem and in the Bronx where the social evil is principally of the clandestine type but none the less as dangerous to the community as some of the more gross forms of commercialized vice.

Consultations and Addresses:

The General Secretary was called to Boston twice during the year, the first time to confer with those who were interested in securing an improvement of moral conditions in that city and the second time for conference with the Excise Board. Under the Massachusetts Law, this Board has full discretionary power but has hesitated to revoke certificates because of their large money value due to the limited number of licenses which are issued in Boston. This policy has been an unfortunate one for conditions in Boston are far from what they should be.

Through the year the Secretary has spoken before various organizations on the subject of vice and at such times has laid stress upon the point that the community must first believe in and then work towards the "Single Standard" if a complete suppression of commercialized vice is to be accomplished.

ATTACKS.

Anonymous Letters:

Despite the Committee's policy of avoiding publicity, the number of anonymous complaints received from both New York and Brooklyn is increasing. Generally they have proved of value and called attention to some local condition which was unknown. One letter dealt with the difficulties which would be encountered, in securing the trial of a pending case against a certain hotel and despite all possible efforts to prevent the predicted outcome, the case failed just as the unknown correspondent stated it would.

Rumors are constantly heard of certain hotel keepers organizing for joint action against the Committee and rumors name attorneys who have been engaged to oppose the Committee but

so far nothing definite has been heard from any association or its counsel. An organization was formed, however, whose counsel, an ex-Borough President, has endeavored to have Mayor Mitchell order a discontinuance of the Police Department practise of stationing an officer in those hotels or houses where there is a pending disorderly house case. Efforts to have the officer removed are constantly being made and the Committee is as constantly assisting the Corporation Counsel by furnishing affidavits to support his opposition to a motion for a court order for the removal of the officer.

Attacks on Women:

During a few weeks last winter the public press had many accounts of attacks on women through the use of a supposed poisoned needle with which the victim was pricked in the semi-light of a moving picture hall or some such similar place. The Committee investigated a considerable number of these stories without finding an actual victim. Either the story could not be traced to its original source or the family of the supposed victim desired the matter dropped so as to avoid notoriety. It seems probable that there was no foundation for these stories and that they were due largely to the excited state of the public mind which had had its attention centered on the subject of sex and dangers to women through the plays which were being presented.

Lost Girls:

Probably because of the Committee's activities in other lines, there have been referred to it for assistance during the year, ten cases of lost girls. In five of these cases, the girls were found, largely because of the police coöperation. Four of the girls were found to have at least started to lead immoral lives. In only one case was it possible to secure evidence warranting action against the parties responsible for the downfall of the girl and in this case the only charge that could be made was one of tenement house prostitution. The man received the maximum sentence of six months in the Workhouse. The other five cases were referred to agencies better equipped to handle them.

LEGISLATIVE PROGRAMME.

This Committee believes in a thorough test of the sufficiency of existing laws before seeking remedial legislation. In the past two years it has secured three amendments to the laws against prostitution and these are still being tested in the Courts.

Various other amendments are suggested from time to time and are considered each on its merit. These are relatively minor ones to make the existing penalty reach the real offender and to perfect court procedure. The Excise Law should provide for additional special agents for its enforcement. The sections which specify the penalty for violations are so confused that equal penalties do not result even though there has been proof of similar violations.

The interpretation of the Penal Code has not been settled as to the possibility of a single woman violating the law against keeping a disorderly house, which results in the unfairness of one person being acquitted and another convicted for identical acts. The desirability of making departmental records adequate evidence in tenement house cases has had the serious consideration of the Committee in the last year as has been stated.

Details of Court procedure such as the issue of bench warrants for defendants who, released on bail, fail to appear, may not seem an important matter to those unfamiliar with the Inferior Courts. But anything which makes for the smoother running of the machine represents progress.

All these details will have the close attention of the sub-committee on Legislation and an effort will be made to secure so much of these changes as will repay the effort.

For the Committee,

JOHN P. PETERS,

Chairman.

September 30, 1914.

REPORT OF RECEIPTS AND DISBURSEMENTS BY THE TREASURER FOR THE FISCAL YEAR, 1913-1914.

Receipts:

General Contributions and Interest.....	\$2,243.72	
General Contributions for Brooklyn work.....	449.00	\$2,692.72
<hr/>		
Guarantee Fund Contributions:		
General	9,500.00	
Brooklyn	500.00	10,000.00
<hr/>		
		\$12,692.72

Disbursements:

Salaries, Executives		5,500.00
Clerical		1,270.41
Rent		600.00
Stationery		232.31
Investigation:		
Manhattan	697.94	
Other Boroughs	113.75	
Department Store	274.58	
Night Court and P. D.....	198.74	1,285.01
<hr/>		
Telephone		352.19
Car fare		260.70
Postage		146.47
Annual Report		356.73
Miscellaneous		149.36

Brooklyn Disbursements:

Clerical Assistance	147.35	
Investigation	303.25	
Miscellaneous	11.95	462.55
<hr/>		
Total disbursement of year.....		\$10,625.73

RECEIPTS OF 1913-14 APPROPRIATED BUT UNEXPENDED,
SEPT. 30, 1914.

Brooklyn	736.45	
Pimps	750.00	
<hr/>		
	1,486.45	
Unappropriated 1913-14 receipts.....	580.54	2,066.99
<hr/>		
		\$12,692.72

FRANCIS LOUIS SLADE,
Treasurer.

November 7, 1914.

We have had examined the vouchers and checks for the above receipts and disbursements, and they have been found correct.

(Signed) GEORGE HAVEN PUTNAM,
ISAAC N. SELIGMAN,
Committee on Audit.

CONTRIBUTORS, 1913-1914.

NEW YORK.

ABBOTT, REV. LYMAN, D.D.....	\$5.00
ALGER, GEORGE W.....	25.00
AMES, MISS ALICE M.....	1.00
ANONYMOUS	10.00
AVERY, MRS. SAMUEL P.....	10.00
BACHE, JULES S.....	50.00
BALDWIN, MRS. WILLIAM H.....	20.00
BENJAMIN, MORRIS W.....	10.00
BENNET, HON. WILLIAM S.....	50.00
BLISS, MRS. WILLIAM H.....	5.00
BODMAN, MR. EDWARD C.....	150.00
BREWSTER, ROBERT S.....	100.00
BROWN, MRS. JOHN CROSBY.....	25.00
BROWN, REV. WILLIAM ADAMS.....	25.00
BULKLEY, MRS. EDWIN M.....	10.00
BURKE, THOMAS P.....	5.00
CARNEGIE, ANDREW	1,000.00
CHURCH OF THE MESSIAH.....	10.00
CLARK, PROF. JOHN BATES.....	5.00
CLOTHING BUREAU	100.00
COLGATE, GILBERT	25.00
COLGATE, WILLIAM	25.00
COLLINS, CHARLES	20.00
COURTNEY, RT. REV. FREDERICK, D.D.....	50.00
CUSACK, RT. REV. THOMAS F., D.D.....	10.00
CUTTING, R. FULTON.....	250.00
DODGE, CLEVELAND H.....	50.00
DODGE, MISS GRACE H.....	25.00
DOUGLAS, DR. JAMES.....	10.00
EWEN, MISS ELIZA M.....	10.00
FOOTE, MISS ISABEL.....	30.00
FORD, JAMES B.....	1,000.00
FOX, HUGH F.....	10.00
FRANK, ALFRED	10.00
FRISSELL, ALGERNON S.....	20.00
FULLER, PAUL	25.00
GLENN, MRS. JOHN M.....	20.00
GRACE, JOSEPH P.....	500.00
HADDEN, MRS. HAROLD F.....	20.00
HARKNESS, EDWARD S.....	1,000.00
HARRISON, MRS. MARY L.....	10.00
HAZARD, MRS. BARCLAY.....	5.00
HENDERSON, MRS. EDWARD C.....	5.00
HODGES, HARRISON BLAKE.....	5.00
HOE, MRS. RICHARD M.....	15.00
HOPPING, A. HOWARD.....	2.00
HOWE, HENRY M.....	5.00
HOYT, JOHN SHERMAN.....	25.00
JAMES, ARTHUR CURTISS.....	50.00
JAMES, MRS. D. WILLIS.....	1,000.00
JESUP, MRS. MORRIS K.....	100.00
JOHNSON, JAMES W.....	25.00
KINGSLEY, WILLIAM M.....	25.00
LANGDON, WOODBURY G.....	25.00

LEE, FREDERICK S.....	\$10.00
LYMAN, FRANK	25.00
MCGUIRE, EDWARD J.....	10.00
MACY, V. EVERIT.....	25.00
MACY, MRS. V. EVERIT.....	25.00
MARKS, MARCUS M.....	5.00
MASON, GEORGE G.....	250.00
MOTT, WILLIAM F.....	5.00
MULRY, THOMAS M.....	25.00
MURRAY, JAMES B.....	5.00
NICHOLS, JOHN W. T.....	10.00
OLCOTT, MRS. E. E.....	5.00
OPENHYM, WILFRED A.....	5.00
PARSONS, JOHN E.....	25.00
PEDERSEN, DR. JAMES.....	25.00
PETERS, DR. JOHN P.....	25.00
PETERS, WILLIAM R.....	100.00
PLAUT, JOSEPH	15.00
PRATT, JOHN T.....	100.00
PROUDFIT, MRS. ALEX.....	3.00
PUNNETT, JAMES	25.00
READ, WILLIAM A.....	250.00
ROCKEFELLER, JOHN D., JR.....	1,000.00
ST. MICHAEL'S CHURCH.....	25.00
SCHIFF, JACOB H.....	250.00
SCHIFF, MORTIMER L.....	100.00
SCOTT, WALTER	10.00
SCRYMSER, JAMES A.....	50.00
SELIGMAN, ISAAC N.....	250.00
SIMKHOVITCH, MRS. V. G.....	5.00
SLADE, FRANCIS LOUIS.....	250.00
SLATTERY, REV. CHARLES L., D.D.....	25.00
SMITH, ORMOND G.....	10.00
STETSON, FRANCIS LYNDEN.....	100.00
STIRES, REV. ERNEST M., D. D.....	50.00
STONE, MISS ELLEN J.....	25.00
STRAIGHT, MRS. WILLARD D.....	1,000.00
STRAUSS, FREDERICK	50.00
THORNE, SAMUEL	25.00
TIFFANY & Co.....	25.00
TODD, PROF. HENRY A.....	5.00
TUCKERMAN, ALFRED	25.00
VAN INGEN, EDWARD H.....	100.00
VILLARD, MRS. HENRY.....	10.00
VILLARD, OSWALD GARRISON.....	10.00
WARBURG, PAUL M. & FELIX N.....	500.00
WARD, ARTEMAS	100.00
WATSON, MRS. J. HENRY.....	10.00
WHEELER, JAMES R.....	5.00
WHITE, HORACE	5.00
WHITIN, FREDERICK H.....	5.00
WIGGIN, ALBERT H.....	100.00
WOERISCHOEFFER, MRS. ANNA.....	250.00
WOLFF, MRS. LEWIS S.....	10.00
ZABRISKIE, MRS. GEORGE.....	5.00

CONTRIBUTORS

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BROOKLYN.

FORBES, MISS HANNAH EDWARDS.....	\$6.00
HENTZ, HENRY	10.00
LOW, JOSIAH O.....	25.00
MERRITT, MRS. J. H.....	5.00
MESEROLE, MRS. J. V.....	3.00
MORSE, H. J.....	100.00
PEABODY, GEORGE FOSTER.....	10.00
PRATT, FREDERIC B.....	250.00
PRATT, MRS. FREDERIC B.....	100.00
PRATT, GEORGE D.....	250.00
SHERMAN, MRS. CHARLES E.....	5.00
TOUSEY, MISS ELIZABETH.....	10.00
WHITE, HON. ALFRED T.....	100.00
WHITE, MISS FRANCES A.....	50.00
ZABRISKIE, MRS. CORNELIUS.....	25.00

APPENDICES.

DISPOSITION OF PROSTITUTION CASES.

- (a) Court of Special Sessions.
- (b) Court of General Sessions.
- (c) Women's Court.
- (d) Tenement House.
- (e) Fingerprint report, 4 years.

These detailed figures have been published separately. Copies may be obtained upon application to the Committee.

THE
COMMITTEE OF FOURTEEN
IN NEW YORK CITY

Department Store Investigation
Report of the Sub-Committee

27 EAST TWENTY SECOND STREET
NEW YORK
1915

DEPARTMENT STORE INVESTIGATION. REPORT OF THE SUB-COMMITTEE.

I. Why the Investigation was Undertaken.

From time to time articles had appeared in magazines and papers containing sensational accounts of immoral conditions in department stores; charging that the wages paid were frequently quite insufficient for a decent livelihood; that it was a common practise for girls to add to these wages by immoral relations, and that department store managers expected them to do this and indirectly advised it; that in some department stores girls could not retain their positions or secure advancement without accepting the immoral attentions of superiors, or of members of the management; and other similar statements. The character of these publications and the fact that they were spread far and wide and pretty generally believed led an association of department stores in New York, consisting of nineteen of the largest stores of this character, in arranging with the National Civic Federation for an investigation of department stores, to stipulate for the inclusion, in that investigation, of moral conditions. Members of the Committee of Fourteen participated in the meetings which followed the investigation, and in the discussion consequent upon it, at the rooms of the National Civic Federation, conferred with the parties conducting the investigation and examined the report, so far as the question of moral conditions was concerned. This report, however, dealt particularly with efficiency. In the matter of moral conditions it depended principally upon the reports of the United States census with regard to the sources of prostitution, and upon information obtained from those in authority in the stores. However valuable and accurate it might be for its purpose, it was,

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therefore, open to the charge that it was not a thorough and exact investigation on the moral side.

About the same time a secret investigation of a different character was made by a small group as a direct consequence of the publications above referred to. This investigation, directed by a well-known investigator of vice conditions, was made by persons engaged by him, serving sometimes as employees, sometimes as customers in various department stores in New York. The report of this investigation was of a very different character from and seemingly quite irreconcilable with the report of the investigation conducted by the National Civic Federation. On analysis, however, it seemed that the conclusions reached in this report implying dangerous moral conditions in department stores and the immoral attitude toward female employees of a number of managers and high placed male employees, was scarcely proved by the facts presented. The reports of the individual investigators contained no direct evidence of immorality, and the charges made seemed in most, if not all cases, to be on third and fourth hand information. In some cases the conclusions were based on inductions from facts quite capable of a different interpretation.

All things considered it seemed to the Committee of Fourteen desirable to undertake an independent and more thorough investigation first, of one store, and then, if necessary, of others. Following a method which had been pursued by it successfully in other work, the Committee selected employers who it was certain would not encourage immorality in any way for the sake of gain, and who were evidently sincerely desirous of establishing and maintaining good conditions in their store, namely R. H. Macy & Co., and suggested to them an investigation, to be conducted by the Committee of Fourteen, with their approval and consent, which should make the Macy store a sort of experiment station to determine primarily the actual facts in the store and, if peculiar and dangerous conditions were discovered affecting the morals of girls and

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women employed there, to devise methods of improvement not only for that store but for others. It was this work of investigation of the Macy store, in co-operation with members of the firm, which your Committee supervised and directed, and of which it herewith presents a report.

II. Investigation: How Conducted.

It was agreed that, after examination of methods of employment, of transfer, of welfare work, and everything else which could be considered to bear upon the matter, by the members of the Sub-Committee with the Macy firm, investigators should be put at work—one or more persons selected by the Committee, paid by the Committee of Fourteen, engaged as employees by R. H. Macy & Co., following the regular rules of engagement and employment, their identity being confided only to the person in charge of the engagement of employees. R. H. Macy & Co. suggested that they should themselves be unaware of the identity of the persons employed. Your Committee, however, judged it desirable that this investigation should be made by the Committee and the firm co-operating, and it was therefore provided, not only that there should be no concealment of identity of the investigators, from R. H. Macy & Co., but that the reports made by the investigators to the Committee should be submitted to R. H. Macy & Co. for their information, in order that the Committee and the firm might act together in the whole work. It was agreed that, if it were desired at any time, R. H. Macy & Co. should also put on investigators, paid by them, to check these reports or to investigate further. It may be said here that there never seemed to be occasion for such action; that R. H. Macy & Co., while not agreeing with some of the conclusions of the investigation, thinking them to be based on misunderstanding, never questioned the honesty and the capacity of the investigators and, for general purposes, the correctness of their reports of conditions.

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In accordance with the arrangement here outlined, the Committee held various conferences with members of the firm, both as a whole and by its members in groups and individually. With the member who directed the firm's welfare work, the Committee and its individual members went through the store practically from top to bottom. They were shown methods of engagement of employees, methods of checking attendance, methods of instruction. All questions about wages, fines or anything else, were answered, and they were put in touch with the officials in charge of the different big departments, as also with the employees in charge of the efficiency work, welfare work, nursing and home visiting in connection with the nursing. The names of some old employees, no longer connected with the firm and who, therefore, being no longer under the control of the firm, might be expected to speak more frankly, were furnished and the Committee urged to talk freely with these and others still in the employ of the firm, the members of the firm endeavoring to make it plain to all with whom the Committee wished to speak that they would be pleased to have their employees answer questions and express their views with the greatest freedom, even if what they said involved criticism of the store, its conditions and its methods. Following in this the suggestion of the members of the firm, interviews were had with the different persons, both former and present employees. All this gave the Committee, in a certain sense, the atmosphere of the store, and made more intelligible to its members the reports later presented by the investigators. On the whole what they themselves saw showed a very earnest intention on the part of the management to maintain high moral conditions and to create an atmosphere of uplift for the employees. On the part of the older employees, certainly, the interviews above referred to revealed a very pleasant relation of personal friendship and loyalty to the firm, of the present and the past generation alike. The interview and discussions with the members of the firm also created a most cordial

relationship and rendered possible a very free exchange of opinions, R. H. Macy & Co. stating their ideas and methods freely, and in return asking for criticism, apparently anxious to obtain the frankest sort of expression of judgment on their methods and ideas from the Committee.

They themselves pointed out to the Committee their points of difficulty; their feeling that somehow the material from which they obtained their employees was not satisfactory, and their questioning as to the causes, whether higher wages would bring better material or arouse a competition which would in the end be disadvantageous; their consciousness of the great amount of evil talk among the employees, which made them apprehensive that there was something behind it; their feeling that, outside of the store, in the home or in the school circles, there were conditions which required change in some way beyond that which they had succeeded in achieving in the work done in the store itself; and in general an uncertainty about moral conditions which made them welcome heartily any honest attempt to find out what those conditions really are, whether there is a real danger and how that danger should be met.

The Committee employed three special investigators who served as employees of the store during the period of six months, beginning July 1, 1913, and continuing until the close of the year. The investigators employed while all alike well equipped for the purpose, differed much in training and character. The first, whom we will designate as *A.* was a young woman of high character, at one time a teacher, later employed in the organization of welfare work in department stores, who already had, as a result of that work, both inside knowledge of conditions in department stores in general, and also a technical training in work looking to the remedying of evil conditions. The second, whom we will call *B.*, was a young woman of peculiarly attractive physical appearance, who had had experience on the stage, and later in work for the protec-

tion and salvation of girls inclined to go or who had gone astray morally. The third, whom we will call *C.*, was a married woman whom the Committee and other affiliated organizations had employed in various delicate investigations, and whose experience in those investigations, made her peculiarly keen to detect signs of fastness, and enabled her to ascertain the amusement side of the lives of the girls and to draw out their confidence with regard to those amusements. These investigators were shifted from department to department, being placed both in those of which from the earlier reports there was most suspicion and in those least under suspicion, in the more public and the more private work, among girls alone and in the departments where both sexes were employed, each being, of course, kept in one place long enough to make a good acquaintance and not to excite suspicion by too rapid transfers.

Each investigator presented current reports, almost in diary form with ultimate broader conclusions and summaries of results. The Secretary and other members of the Committee kept in very close touch with these investigators during the investigation, taking up with them their reports and the suggestions of those reports as made.

III. Investigation.

Your Committee finds very great difficulty in presenting a report which shall contain conclusions and suggestions of any real importance for the reason that conditions proved to be normal, or, as it is expressed when an X-ray photograph is taken, results were negative—a conclusion in itself of very great value and well justifying the time and effort given to this investigation.

The following are a few statements and suggestions from the reports of the individual investigators which are necessary to explain the conclusions drawn.

B. reports: "The girls are under a very severe nervous strain * * * I have carefully watched the girls when they

are ready to leave at night and I feel that they are all overtired physically and nervously. Personally, if I were going out in the evening, I should feel the need of a stimulant very badly."

A. and *C.* concur. *A.* was employed mostly on half time. When put on whole time, even after this gradual breaking in, she found the strain very great. *C.* in spite of her various experiences in investigation, found department store work in those departments where she was engaged a very hard job. She reported herself frequently utterly exhausted at night and noted the reaction from this. On one occasion, for instance, coming home so tired and worn out that her family had to take off her shoes for her, she danced until two o'clock for the excitement and relief, feeling as though she could throw herself into anything, abandon herself utterly, for the reaction that her exhaustion required.

All the investigators agree as to the generally normal mental attitude of the female employees toward men and sex relations. So *B.* says: "The girls all want to get married and have a home and children of their own." And again: "The girls' attitude toward men is much the same as average girls of better station. In general the girls were very careful of their reputation and appearance. They had their varying standards, but just because they looked toward marriage and homes of their own, they maintained the usual conventions with regard to a woman's reputation." So *C.* reports that girls who had seemed, from their talk and the like, to be inclined to be fast, would draw the line very sharply at going in with her to lunch in suspicious places. These normal conditions were confirmed by the fact that the girls in general lived at home or with relatives, very few boarding or lodging by themselves. On this no comment is required.

While it was true that the general attitude toward men and sex relations was normal, on the other hand all the investigators confirmed the reports which had been already received

and which are referred to above of the vulgar and indecent talk frequently indulged in by the employees, both male and female. *C.* especially remarks on the vulgarity of the talk between girls and men: salacious cards, poems, etc., copied with avidity and passed from one to another, not only between girls and girls, but from girls to men; dirty remarks of girls to girls and girls to men; more smutty talk in one particular department than in a dance hall. *A.* remarks especially on the indecent talk in the picture department; and that in a certain department where married women were at work there was enough indecent talk to ruin any girl in her teens who might be put at work on that floor. On the other hand there were plenty of girls and men who held themselves entirely aloof from this and maintained a complete silence on all indecent subjects. In some places there were enough of these to create an atmosphere. So *B.* remarks on the absence of smutty stories in one department in which she was employed. This indecency of conversation leads of course to the suspicion of immorality, but careful investigation and following up of those who were concerned in it seemed to show that it did not mean improper relations. To this kind of talk, however, may be attributed much that seems evil to the investigators. It represented conditions which may, in a certain manner, be compared with the conditions which express themselves in obscene talk in Chaucer and Shakespeare—primitive and vulgar.

There was very little evidence of any actual immorality. There were a few cases reported of relations of employees which would suggest this, but they were very few, and the manifest intention of the management to deal harshly and severely with all such things exercised a controlling effect. Such illicit relations as existed apparently existed almost exclusively outside, not among the employees of the shops with one another, but as part of their outside life. In the matter of relations with customers, there were practically no mani-

festations of those dangers which have been set forth as surrounding shop girls, of madams who come in to try to get girls for purposes of prostitution, or of designing males who seek to tempt or lure them. A. notes one possible case of suggestion to her by a male customer. In general she regards with "admiration the dignity and poise of these girls when they chatted with male customers. They know just how to be very friendly, without permitting the least familiarity." On the whole the conclusion of all three investigators as to the attitude of girls and customers was identical; that there is practically, so far at least as the store of R. H. Macy & Co. is concerned, no abnormal immorality.

As a rule the girls were pretty thoroughly sophisticated. They seemed to know everything. They discussed white slavery and the social evil. Their comments on plays like *The Lure*, which numbers of them attended, did not show any particular need of education in those directions, nor any specially keen sensationalism on the part of the girls. They were sometimes solicitous for their younger sisters. One girl did not wish her sister to be employed in a department store because of the things she would learn. There is evidently no chance for ignorance on sex matters for anyone employed in a department store. This constitutes a certain danger for a number of the younger girls, provided they are not properly instructed in such matters by their mothers at home, as they would learn them by talk which would present the worst side and tend to excite desire. The reports of all investigators suggested the need of more intelligent and clean knowledge of sex conditions among mothers, and enlightenment as to the duty and the method of imparting that knowledge to their daughters. Apparently the corrective for these conditions must be supplied by the home, the school and the church rather than by the store.

The reports of all three investigators deal, in the end, more with the question of efficiency than of morality, pure and

simple. All feel that, with the best desire, welfare work is not done as it should be. *B.* reports on "The lack of welfare work in its true sense," due, as she says "to a lack of any personal touch"; and comments on the lack of efficiency as extremely annoying and discouraging; that for some reason or other the girls do not get precisely that sort of instruction which would give them an interest in their work. While very often treated with much kindness and consideration by those in charge, with an almost happy-go-lucky friendliness in certain departments, sometimes the treatment is just the opposite. On the whole the girls do not take an interest in their work or look forward to any career in it. There is practically no touch between their home life and their work. The girls want to keep the work apart from their home and social life; therefore, anything provided by the store, classes for instruction, amusements and the like, are rather looked at askance. The girls want, outside of the store, to lead their lives for themselves and to shake off, in general, the store and all its associations and connections.

As one means of securing a greater *esprit de corps* and a more definite attachment to the work, *B.* suggests store uniforms. This, she thinks, might also be morally advantageous, "as the extreme fashions current have a very bad effect on the girls themselves." *A.* especially devoted much space to questions of efficiency and welfare, having worked in those lines elsewhere, and feels that improvement in those conditions would have a great general moral influence on the girls in uplift, more so than any direct and specific attempts to improve morals would have. There should be better and surer rewards for proficiency and effort.

Small wages in themselves do not appear to be a cause of immorality; and indeed the general testimony is that there is probably more immorality among the higher than among the lower (not the lowest) paid, possibly because the former do not appear to look forward so much to the family life. On

the other hand, a better system of wage promotion by arousing interest in the work would be a moral safeguard.

As to dangers outside, very little could be obtained from the investigations made on account of this general lack of relation of the outside life to the life in the store. The Committee had heard of danger from men hanging around stores. These conditions are mentioned only in the reports of *B.* who tells of men hanging around the outside door of the store and the neighborhood, but reports that the head detective was supposed to keep a lookout when girls left the store to see whether they met men who looked like evil customers. In point of fact, however, no one of the investigators in her experience coming back and forth mentioned any inconvenience, or noticed anything really out of the way.

IV. General Conclusions.

Your Committee concluded, as stated already, that the general condition is normal. If and insofar as the young women, through too much standing, bad ventilation or any other cause are over-exhausted by their work, they incur moral danger in their outside relations in reaction from the strain, or even from the monotony and lack of interest of their employment.

That there is a low grade of conversation and discussion seems indubitable; but this seems not at all peculiar to the department store. Rather it appears to be a condition prevalent in the class from which these employees are drawn and something that must be reached rather through the home and the school than the store.

Little further can be done, so far as your Committee sees, in the direct effect to preserve moral rectitude in the store, in the relation of employees, to one another and to customers than is now being done. There must never, however, be any relaxation of effort on these grounds, and distinct and constant

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reminders of the employers' wishes in this regard is a matter of real necessity. Some way also must be found of winning the confidence of the employees, so that there shall be a greater readiness to report evil conditions than at present—a sort of *esprit de corps* which shall unite the management and the employees in this particular instead of separating them, so that the management shall have the full co-operation of the employees in its endeavor to maintain a higher tone.

Such co-operation and *esprit de corps* is bound up with the question of efficiency. Your Committee believes that the most important part of this whole investigation is the revelation which it makes of the need of winning the interest of the employees in their work, probably by laying upon them in some way a greater responsibility, giving them some share in the control both of the work and the welfare.

Your Committee is cognizant of the thorough helpfulness and co-operative spirit of the members of the firm of R. H. Macy & Co. It feels that they are as cordially and heartily interested in securing better results as the Committee itself, and trust that the detailed reports made may make suggestions of ways in which improvement can be effected in the store, which only the business man can understand and appreciate. This investigation would seem to show, as already stated, negative conditions so far as the social evil is concerned, with which the Committee of Fourteen specifically deals; a most gratifying result.

The impression of the Committee is that the Macy store is a fair representative of the general condition in the better class of department stores, and that what is true of it is in general true of the others. There is a sincere desire in those stores in general, it believes, whether as a result of moral purpose or of business sagacity, to establish and maintain conditions which shall ensure morality. Immorality from the business standpoint involves serious consequences. Further than that,

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your Committee does not feel that it is desirable for the Committee of Fourteen to go in this matter. It does not seem desirable for it to conduct further investigations in other department stores.

For the Sub-Committee,

JOHN P. PETERS,
Chairman.

September 30, 1914.

THE COMMITTEE
OF FOURTEEN
IN
NEW YORK CITY

ORGANIZED, 1905
INCORPORATED, 1907
RE-ORGANIZED 1912

27 EAST 22ND STREET
NEW YORK CITY

THE COMMITTEE.

1914-1915.

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 MRS. V. G. SIMKHOVITCH.
 MR. FRANCIS LOUIS SLADE.
 MR. LAWRENCE VEILLER.
 MR. FREDERICK H. WHITIN.

Elected October 26, 1915.

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 REV. WILLIAM A. COURTNEY, D.D.
 MR. ALFRED E. MARLING.
 MR. PERCY S. STRAUS.
 DR. EUGENE L. SWAN.

1915-1916.
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Vice-Chairman.

MR. EDWARD J. MCGUIRE, 51 Chambers Street.

Treasurer.

MR. FRANCIS LOUIS SLADE, 115 Broadway.

Secretary.

MR. FREDERICK H. WHITIN, 27 East 22nd Street.

Executive Secretary.

MR. WALTER G. HOOKE, 27 East 22nd Street.

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DR. JOHN P. PETERS, *Chairman.*

MR. GEORGE W. ALGER.

REV. ROBERT BACHMAN, junior.

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HON. WILLIAM S. BENNET.

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DR. EUGENE L. SWAN.

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ADDRESS OF THE CHAIRMAN.

The annual report of the Committee for its eleventh year, 1914-1915, includes the Treasurer's statements of receipts and disbursements, a detailed report by the Committee's Secretaries, of the enforcement of the laws against Commercialized Vice, of the efforts made by the Committee to secure improved laws and more effective enforcement of those laws, and of the results obtained through co-operation with business interests and property owners. The report also contains a statement of the obstacles which are preventing further vice repression. This Committee has been fighting commercialized vice longer than any similar organization, and should have accumulated a larger fund of experience in the matter. It is for this reason that it seems to us fitting that, in all modesty, it should attempt, out of that experience, to show what are the real obstacles to further suppression.

The report of the Treasurer shows that, in spite of the war and the many special appeals of the year, the Committee's financial support continued practically undiminished. The report of disbursements shows that the Committee's work is continued on the same economical basis as previously. Inasmuch as vice commissions of other cities do not publish treasurers' reports, comparisons are difficult. From such information as it has been possible to gather, however, we may say that the work of this Committee is among the more economical, and that, in the ratio of ex-

penses to work done, this Committee rates high. It seems to us that the course pursued by this Committee, in publishing a detailed statement of receipts and disbursements, is a wise one, particularly in view of the peculiar nature of vice repression work.

As to work done this year, if we cannot point to any particular new departure, the detailed statements presented by the Secretaries show an effective continuance of the degree of repression of commercialized vice secured in preceding years. Especially gratifying is it to observe that more men were convicted this year than in any previous year. The burden of punishment has fallen heretofore too much upon the woman, as the most conspicuous and most easily reached element of the offense. The real promoters of the evil, however, are more often men. That we are finding methods of reaching these more effectively is a real cause for congratulation. So, also, is the fact that the business interests, as represented by the surety companies and the brewers, have increased their co-operation with the Committee, that our protests are more quickly heeded and that we have been able, through this co-operation, to raise the standard of tolerance higher.

In the matter of the enforcement of the law, an improvement in the work of the police is noted. In cases against disorderlies they have been more active and more effective this year than heretofore. The Courts also have, in general, imposed heavier sentences upon offenders.

On the other hand, we note with regret a decrease in the effective work of the State Department of Excise. The last Commissioner interpreted the law and enforced, or failed to enforce, the law in a manner to cause the Committee considerable anxiety, he and his counsellors claiming an absolute irresponsibility in the matter of law enforcement; that is to say, that they might prosecute or not prosecute offenders at will. In actual practice, contrary to the interpretation of the Liquor Tax Law by the highest

Court of the State, that law was administered by the Commissioner as a tax and not as a police measure. It should be said, in all fairness, that the late Commissioner did not initiate this policy, but the evil became more pronounced during his administration, and especially during the last year of his incumbency. It is necessary that every energy of the Committee should be used to secure, in the future, a better compliance with the law and a more efficient administration of that law by the Commissioner of Excise, so that this great State shall not be scandalized before the world as obtaining a part of its revenue, indirectly, from disorderly houses. We must increase our efforts to render more effective the great power for good of the Commissioner of Excise.

Our experience in the enforcement of the new laws, obtained in the last few years, has been somewhat disappointing. Through the failure of proper initiative and co-operation on the part of the District Attorneys in New York and Kings, the test cases against owners of property, under the Injunction and Abatement Law, have not been started, although this law has been on the statute books for more than one year.

The new Tenement House Law, establishing presumptive evidence, has not been made effective, the only case tried so far resulting in a disagreement.

The Vagrancy Law, which was secured this year, has only just been put into effect. So far as one can judge in the short period of its enforcement, since September 1st, it is working well, as is also the amendment to the Liquor Tax Law in the matter of penalizing property; but these laws have not yet had time to be properly tried out nor have they yet been brought before the Court in test cases.

For the ensuing year no special new departure in our work is proposed, nor any special activity in legislation. It seems desirable rather to concentrate our energies upon making the existing laws more effective, in increasing the

moral pressure upon owners of property used for immoral purposes, and in developing a stronger public opinion.

One of the most effective ways in which public opinion against vice can be informed and strengthened is by a more intelligent treatment of venereal disease. It is probably not necessary to seek legislation for this purpose. Great possibilities lie in the hands of the Board of Health, and the Board of Health has shown itself, under the present administration, inclined to be progressive in this particular. It will not and cannot proceed, however, without feeling public opinion behind it.

It would seem to be a matter of common sense that all persons, men and women, in our corrective and charitable institutions, suffering from venereal disease, certainly in any infectious form, should be detained by the authorities until the danger of infection is passed. Such persons should be treated exactly as though suffering from small-pox or diphtheria, for the protection of the health of the community. Not only would the pursuance of such a policy do much to protect the health of the community directly against the spread of the most dangerous infectious diseases known, but indirectly its moral and educational effect would be enormous. Such action would further open the way to a generally sane treatment of these diseases, to a proper system of reporting, and to that control of infectious cases against which there is yet so much ignorant prejudice.

As a matter of education, we should endeavor to secure such action in the public institutions by the Health Departments of State and City, and as a condition of such action, proper provision for the treatment of individual cases which such procedure will render necessary; and to do this we should further endeavor to secure the co-operation of all organizations having an interest in the control of vice and disease.

The Committee has been unable heretofore to give special

attention to this problem because, while its work has increased yearly, its budget has not been enlarged nor its staff increased so that the limit of effective work, with our present equipment, has been reached. With the close of another year the period for which the largest part of our contributions have been guaranteed will have expired, and in considering the problem of the continuation of the Committee's work, this field of endeavor must have due consideration.

JOHN P. PETERS,
Chairman.

ANNUAL MEETING.

In accordance with the provisions of the By-Laws, the annual meeting of the Committee for 1914 was held on October 30th. At the meeting, the officers of the preceding year were re-elected for the ensuing year. Two changes occurred in the personnel of the Board of Directors: Mrs. Barclay Hazard and Prof. Francis M. Burdick, having asked to be excused, were not re-elected, their places being taken by the Rev. Robert Bachman, jr., and Mrs. Robert L. Dickinson. Mr. Bachman, through service as Chairman of the Law Enforcement Committee of the Gramercy Neighborhood Association, has had personal experience with the problem of vice repression. Mrs. Dickinson, for many years a resident of Brooklyn Heights, will be a second representative of that Borough upon the Board. She is a Vice-President of the Brooklyn Young Women's Christian Association.

At the same meeting, Mr. Alfred E. Marling, Mr. Percy S. Straus, Dr. William A. Courtney and Dr. Eugene L. Swan were elected to the General Committee. Mr. Marling brings to the Committee one of the City's most representative real estate men; Mr. Straus is a large employer of

labor; Dr. Courtney is the Supervisor of Catholic Charities and Corrections of the Archdiocese of New York, and Dr. Swan, a resident of Brooklyn, is an effective lecturer on sex education.

At the meeting the following resolution was adopted:

WHEREAS the Guarantee Fund secured in 1910 was for a period of five years, which period expires on February 15, 1917, and

WHEREAS experience has shown that effective work can best be accomplished when there is an assurance of permanence, and hence a continuity of effort, and

WHEREAS a discontinuance of the work of the Committee would probably result in a return, partially at least, to the former conditions of public commercialized vice, while a continuance of effort, with the existing stronger public opinion against immorality, would certainly result in a further improvement;

BE IT THEREFORE RESOLVED that a Special Committee of five be appointed by the Chair to consider the ways and means by which a continuance of the work of the Committee of Fourteen can best be effected after February 15, 1917.

In accordance with the above resolution, the Chairman appointed Mr. Robert Bachman, jr., Mrs. William H. Baldwin, Dr. William Adams Brown, Mrs. John M. Glenn and Mr. Edward J. McGuire, a Special Committee for the purpose named.



319 WEST 17TH STREET

Owner of Record, Equitable Realty Co.

Woman and child shown in picture had been observed in the second story front window.

(See text and foot note, page 22)



336 WEST 37TH STREET.

This building was a notorious resort. Its proprietor and customers were negroes. It is now occupied by families and a tinsmith.

OBSTACLES TO VICE REPRESSION, 1915.

The last report of the Committee of Fourteen contained a comparison of vice conditions in New York City in 1905, when the Committee was organized, with those at the close of 1914. A most encouraging improvement was shown. The Committee was organized to suppress the disorderly hotels called "Raines Law Hotels," an unexpected and evil result of the Liquor Tax Law of 1896. It gradually broadened its work to include the suppression of all forms of Commercialized Vice; any disorderly saloon or house, a hotel of any size used for immoral purposes, whether licensed to sell liquor or not, and any prostitute whether she plied her trade on the streets or in the tenements. Coincident with the broadening of the scope of the work was its extension to all the Boroughs of Greater New York. While the review showed encouraging progress, there is yet much to be done before public commercialized vice is completely suppressed. Vigilance is necessary, for a change of police policy might easily be followed by the renewed activity of repressed forms of the evil. If the fear of severe penalties were not acute, large hotels which now exclude prostitutes might again accept them as guests. The street prostitute who now seeks to attract the attention of a possible patron by inconspicuous methods would return to her former aggressive way of soliciting. The disorderly

house madam who now does a clandestine business in an obscure location, and who fears that each new customer is an officer seeking evidence, would again keep open house. Is such a relapse an actual danger or only a bare possibility? It is an actual danger since public opinion, to a very large extent, controls the policy of law enforcement. Many continue to believe in masculine sex necessity, and in segregation as the best method of controlling prostitution and are, therefore, opposed to the enforcement of repressive laws. An enforcement less vigorous than at present would quickly result in a return to open vice.

The two largest factors in making vice repression permanent, are the enactment and enforcement of laws which shall make the flagrant exploitation of Commercialized Vice impossible, and the education of the public to a knowledge of the danger to the community of this evil and of the possibility of a rational sex life.

Segregation Studied:

In the past ten years studies have been made which prove that segregation, formerly held to be the best method of safeguarding the community from direct contact with the prostitute and of controlling venereal infection, neither segregates effectively nor affords sanitary protection. Regulation (health control) fails, because a woman whom competent medical inspection has pronounced free from contagion, may be infected by her next customer, and this infection she will give to all that follow, until she is again examined.

The Vice Commission of Chicago, after a most thorough investigation declared unequivocally for ultimate suppression, and its lead has been followed by every other such commission. The Chicago declaration is doubly significant since many members of the commission when appointed believed that segregation was the wisest policy. So strong

was the evidence presented by the Commission's report, that despite strenuous opposition, it was adopted and a Morals Commission appointed.

Dr. Flexner's report on European conditions has shown that segregation does not work satisfactorily in European cities. Despite a police control which would not be tolerated in this country, the prostitutes are not kept within the specified districts and the police officials admit that but a small proportion of the public women are registered as required.

A common argument for segregation is that repression drives the prostitute into residence districts, and so makes conditions worse rather than better. Competent investigations have shown there is nothing in this argument. In the cities where there was segregation, as many prostitutes were to be found outside the segregated districts as in it. Furthermore, segregation makes for a commercialization and exploitation of the evil. The individual house does not flagrantly invite the attention of the passerby, but a district always offers an invitation to participate in its supposed pleasures. In the cities which have abolished their segregated districts vice has decreased, because vice hidden is unprofitable.

Erroneous Beliefs:

While repression by law enforcement may do much towards lessening the evils of prostitution, the evil will continue to exist so long as any influential part of the community believes in a masculine sex necessity. It is not the writer's purpose to argue this point. Pamphlets such as "The Physician's Answer," "The Sex Necessity," books such as those written by Stanley Hall, as well as the following which has been attained by The Society of Sanitary and Moral Prophylaxis in New York City, the Massachusetts Society of Social Hygiene, and The American Social Hygiene Association, are proof of a steady growth of the

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opinion that continence, while not the normal sex life for the male, is possible and hygienic. But this opinion must become almost universal before permanent suppression is obtained.

Social Reforms:

Certain social reforms are valuable factors in effecting suppression, *e. g.*, a wage sufficient to enable men to marry and maintain their families in a decent home; an adequate wage for women; the segregation of the mentally deficient and the use of scientific methods in preventive and reformatory work. Bedford Reformatory and the local institutions for women are doing more and better work. Through the centralization of the cases of prostitutes in one court, workers experienced in dealing with the wayward girl are reaching her in the first stages of her delinquency. While sex education and social reforms are being furthered with steadily increasing effectiveness, the part of the problem that especially interests the Committee has made equal progress. Increasingly effective law enforcement has been secured as a result of improved laws and at the same time official agencies for suppression have been encouraged and assisted by the Committee.

If such progress has been made in the last ten years, much more may be accomplished in the next ten. There is every reason to believe that with the changing belief as to sex necessity, public opinion will support public officials in increasing their activity. New laws and a more adequate enforcement of existing laws will further reduce public vice. Preventive and rescue work will become more effective.

Legislative Amendments:

The Committee has continually sought to correct inadequacies of existing laws and to secure new and stronger laws, as public opinion has developed to sustain their enforcement. To recognize the inadequacy of a law is an

easy matter—to correct it is difficult. Very frequently, the most obvious correction is found to conflict with the purposes of those interested in the law in another way. When the Committee of Fourteen attempted to suppress the Raines Law Hotels, which was the purpose of its organization, by removing the advantage given the hotel keeper by the Liquor Law, the amendment proposed was defeated by those opposed to the liquor traffic, because the amendment would have legalized the traffic in liquor on Sunday in saloons. To the opponents, an extension of the legal hours of traffic was a greater evil than the disorderly hotels.

It has taken a series of amendments to perfect the "penalty upon the place" provision of the Liquor Tax Law, because each amendment when adopted was found insufficient to secure the desired end, namely, denying to any person the privilege to traffic in liquor for 365 days at premises found to have been conducted as a disorderly house. Amendments for this purpose were passed in 1905, 1908, 1910 and 1912. Finally, in 1915, the law was amended to provide that the traffic in liquor should be unlawful for one year from the date of the discontinuance of the traffic in liquor by reason of a revocation or a conviction for such violation. Whether this last amendment will be the final one of the series, only time will show. That so many amendments have been necessary is not to be ascribed to incompetent draftsmanship. It is a difficulty inherent in the repression work because violators will always seek to find ways to avoid penalties.

Inadequate Sentences:

In what way are existing laws inadequate and how inadequate is their enforcement? The maximum sentence for keeping a disorderly house is a year in jail and a fine of \$500. How rarely this maximum is imposed the Committee has shown in its reports. The reason for the small sen-

tences is not only the belief of many Judges that it is impossible to suppress the Social Evil, but also because the person most frequently convicted is only an employee. Because the defendant does not directly profit from the crime which is committed, a long sentence is held to be unjustifiable. When, however, an actual proprietor and profiler is convicted, the sentence is rarely the maximum one, a different explanation being given for the failure to impose it. New York has had few more notorious resorts than the one conducted by "Tom" Sharkey on East Fourteenth Street. Three notorious resorts have been located on the block, and Sharkey, whose place was the last to be suppressed, was repeatedly warned to discontinue. Although the Court was informed of this warning, Sharkey's sentence was but 90 days in the penitentiary, because it was said in explanation, the closing of the place, which would result from the conviction, would impose a heavy financial loss upon the proprietor-defendant.

When Alfred Richardson, proprietor of three hotels in the Borough Hall Section of Brooklyn, was convicted, he was sentenced to only thirty days in the city prison though, like Sharkey, he was a notorious offender. The sentence was not only short but was one which did not even involve the restrictions and the prison fare of the penitentiary. An employee of Richardson's had been similarly convicted two months before; he was sentenced for double the time of his employer. No explanation was made for this discrimination. Because of the convictions, neither resort could traffic in liquor for one year. This meant that Sharkey's saloon went out of business but Richardson, who ran a hotel, continued to rent rooms. Within eighteen months he was again arrested on the same charge.

Or, take the case of Carrie Revere, whose "parlor house" on West 54th Street had been permitted to run for many years without serious molestation. Convicted at last, she was sentenced to but 30 days without any indirect penalty,



BIJOU-FULTON HOTEL

Owner of record: Mallon Estate. Lessee: Alfred Richardson. The lessee was indicted in 1915 for keeping a disorderly house at these premises. There were convictions for that offense on October 16, 1913 and May 26, 1915.

(See text, pages xvi and 28)



A CONVERTED HOTEL

This building was occupied as a disorderly hotel for many years. Eventually the estate owning it became convinced that it was not likely to be conducted in a proper manner and converted the building as shown.

such as in the cases of Sharkey and Richardson. Can it be said that the Courts are doing their full duty when so notorious a madam received so inadequate a sentence?

Possible Witnesses:

If convicted employees were certain to be sentenced to a year's imprisonment, they would not be willing as at present to shield their employers. To avoid long confinement, employees would frequently turn State's witnesses and thus the conviction of the employers would be secured. There is no doubt that, if Tribelhorn after his conviction for knowingly misconducting the apartment house on West 50th Street, had had to face a year in the penitentiary, he would have disclosed and testified against his principal. His sentence of thirty days in the Tombs was not sufficient. The second arrest of Richardson mentioned above was due to the testimony of two employees who were unwilling to sacrifice themselves to save him.

Maximum sentences for employees would undoubtedly drive certain persistent offenders out of the business. Suppose the employees of Benny Cohen had turned State's witnesses, would it have been necessary to drive him out of 3 Irving Place, 77 Lexington Avenue, Broadway and 26th Street and 386 Sixth Avenue, successively? Could the real backers of the hotel on 26th Street near Third Avenue, or Archie Hadden of German Village and Hotel Denver fame, have so long escaped conviction?

Rules of Evidence:

It has been suggested that the rules of evidence might be changed to make the conviction of an employee presumptive evidence of the employer's guilt. Such a change has for precedents, the provision in the Liquor Tax Law by which a certificate is forfeited upon the conviction of an employee and the recent amendment to the Tenement House Law which provides that two convictions for pros-

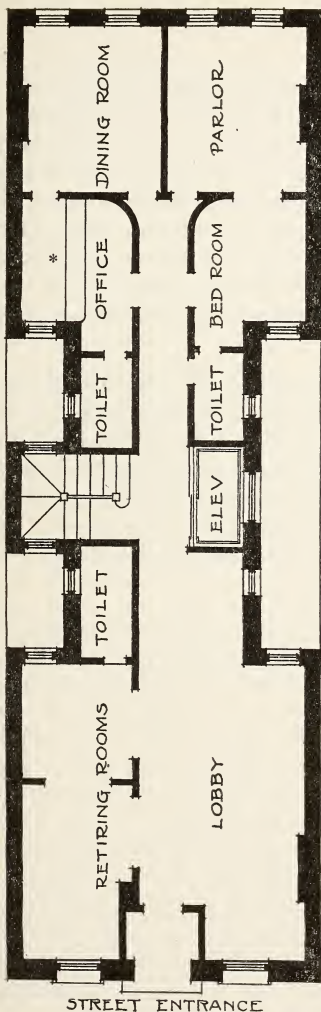
titution in a house shall be presumptive evidence that the misuse of the property was with the knowledge of the owner. Unfortunately both these precedents relate to civil penalties.

In the Committee's previous reports are references to disorderly hotels which have not been suppressed because sufficient evidence to convict and hence to suppress, could not be secured. The present requirements of the Courts as to evidence furnish loop holes by which violators are able to escape. These requirements of evidence are known to lawyers familiar with such cases, who advise clients how to take advantage of them, in conducting their disorderly or assignation hotels. To prove a hotel to be disorderly, it must be shown that the room clerk, or other responsible employee, has *knowingly* rented rooms for an immoral purpose. This is ordinarily done by proving a woman was accepted as a guest twice on the same night, although each time registered as the wife of a different man, and also that the men by whom she was accompanied had just previously met her on the street. If the clerk can avoid seeing the woman, it is impossible to charge him with knowingly admitting her. Accordingly the hotel desk is so placed that the clerk cannot possibly see the women admitted. The floor plan on the opposite page illustrates an arrangement, made especially to enable the clerk to avoid incriminating knowledge.

There would seem to be little chance of convicting an innocent proprietor or clerk of a respectable hotel if the Courts would accept as sufficient to convict, evidence of such a structural arrangement, supported by testimony that known prostitutes frequented the hotel.

Methods of Escape:

Another requirement of evidence is the "short time" in which the second rental to a woman accompanied by a different man as husband, must take place. Not only must



GROUND FLOOR
ARRANGEMENT OF A
HOTEL ON
WEST 34TH STREET

Repeated arrests have been made for keeping this hotel as a disorderly house. Few defendants have been convicted.

It is a rule of this hotel that no woman guest shall be permitted to pass beyond the door of the elevator. The hotel desk was originally in the lobby but was transferred to its present location so as to make it impossible for the hotel clerk to have incriminating knowledge of the frequent admission of prostitutes.

(See text, opposite page)

*The Hotel Clerk is stationed here.

it be on the same night, but within so short interval of time that the clerk may be properly charged with remembering having seen the woman before. Knowing this, rooms are refused at certain hotels to men accompanied by women who have been guests of the hotel earlier in the same evening. The women on the streets do not attempt to take successive customers to such a hotel on the same night, and as frequently several hotels so conducted are located near each other, such a precaution is possible with but little loss of business—the business being divided between them.

It is difficult to defeat this precaution, but it could be done if the Courts would accept as sufficient, testimony to show that, despite a warning that many of their guests were prostitutes, the hotel proprietor or his clerk continued to admit such women. Many of these hotels represent large investments, and the large profits now made would be almost entirely lost if business were restricted to legitimate couples.

Assignment hotels are even more difficult to suppress than disorderly ones because the women who frequent them are not public prostitutes. These hotels are really the most dangerous of all to society, for to them come young women who do not recognize the danger of the course they are pursuing. These hotels are notorious because of the frequency with which they are mentioned in divorce proceedings. Such hotels cannot be suppressed except by a law the requirement of which would seriously inconvenience the registering of guests in legitimate hotels. The assignment hotel proprietors claim that with a very few exceptions all hotels admit couples whose purpose is immoral. This is undoubtedly true, but with the so-called legitimate hotels such couples are the exception, and in spite of precautions—with the assignment hotel they are the rule.

Immoral Temptation:

In getting evidence against disorderly hotels, police officers take prostitutes to bedrooms. Naturally such a woman, ignorant that the man who accompanies her is an officer, is prepared and actually offers, to commit prostitution. The acceptance of the offer is forbidden by Police Department regulation, but it is, nevertheless, a very definite temptation to immorality, especially as the officer knows that an experienced prostitute will have her suspicions aroused if two successive men pay her for services which they do not accept. Of her suspicions that her customers were police officers she will promptly inform the clerk of the hotel and he will prepare an alibi or other defense. This temptation of young police officers should be avoided, but the Judges hesitate to convict, much less to impose maximum sentences upon circumstantial evidence, especially if confronted by direct denials. Judge Gaynor, when Mayor, gave orders that the police should not, in securing evidence, be subjected to immoral temptation. Before his death, however, the order was disregarded, for but few cases, and none of them of importance, were being brought on the limited evidence attainable under his restrictions, a fact quickly noted and taken advantage of by the vice interests.

Character Evidence:

Many ask why character evidence is not sufficient in view of the recent decisions.* Such evidence is difficult to obtain—citizen character witnesses, especially for the State, are put to serious personal inconvenience and often with little result. In a recent trial the State had twenty such witnesses present, but the Court declined to hear them, because the direct evidence was found to be insufficient for a conviction, even though the State should prove the bad reputation of the hotel. Not infrequently witnesses are

*The People vs. Pasquale, 206 N. Y. 598 and The City of New York vs McDevitt, 215 N. Y. 160

afraid to appear, fearing annoyance from the offenders against whom they testify.

Women's Court:

Conviction of prostitutes in the Women's Court, have been criticized. The critics have held the evidence to be insufficient when the statements of the police officer are directly contradicted by the woman. On the other hand, those interested in the repression of Commercialized Vice hold the evidence required in that Court might be broadened without danger to innocent women. Suppose a man meets on the street, a woman previously unknown to him and after a few minutes' conversation she agrees to accompany him to a hotel. Can there be any reasonable doubt that such a woman is a prostitute, professional or casual? It is held by some that such a broadening of the law would result in the arrest of many women not public prostitutes. If a woman is willing to accept such an invitation, the sooner she is brought into Court the better is the chance of her being saved from a life of immorality. The prostitute is still to be found on Broadway and the neighboring streets, but like all violators of the law, she has learned to avoid those acts and conversations which are incriminating. The suggested broadening of the law would reach such cases and effect a decided improvement of street conditions.

It would be of great assistance in these cases and also a protection against misuse of the law if widened as suggested, if previous convictions as shown by the fingerprint records could be introduced in evidence.* As the law stands, the fact of a previous conviction or of none, as shown by such means cannot be introduced in evidence because such records, might force the defendant to testify against herself, in violation of constitutional provision. Without such a record, the woman's statement that she has

*The system of identification by fingerprints is based upon the fact that the lines in the cuticle of the finger tips are different in minor details in every person, no two persons having exactly the same lines.

never been convicted is unsubstantiated. On the other hand, the professional prostitute is thereby enabled to escape the effect of previous convictions upon her defense. Would constitutional protection be lessened if fingerprints were taken before conviction and the record of previous convictions, or of none, made admissible upon trial? If the defendant were acquitted, such a fingerprint record should be destroyed.

Another obstacle to improvement of street conditions is the lack of institutions with sufficient accommodations for the proper treatment of such women when committed. Bedford Reformatory and the semi-public institutions are filled to capacity. The workhouse is only a deterrent influence. Probation officers cannot do their best work when overloaded with cases, as at present. The feeble-minded girl should receive permanent State care; the wayward, wise guardianship; the inefficient, adequate training, and the persistent offender, permanent detention, not in a prison but rather in an institution conducted so that she will not be an economic burden upon the State.

Male Offenders:

There are many who believe that if men were as actively proceeded against as women, the evil of prostitution would be greatly reduced. Let it be said to the credit of the Courts that when convicted of an equal degree of crime, a man always receives a heavier sentence than a woman. But a small proportion of the procurers and "pimps" are convicted. Many social workers are unable to understand why they escape. It is because sufficient evidence is rarely obtainable unless the victim of these despicable creatures is the State's witness. Without such a witness, the State's case is based on circumstantial or hearsay evidence or on unintentional admissions and has to overcome the direct denial of the defendant and his supposed victim. Recently the crime of procuring was made a felony. It has been

found that juries show a decided tendency not to convict in such cases unless there is substantial evidence of compulsion. Prosecutors are therefore still bringing many such cases as misdemeanors, preferring the reasonable certainty of securing a year's jail sentence for a procurer, to the risk of a probable discharge, even though a conviction for a felony, might mean a ten-year sentence. The victims of the procurers are unwilling to turn State's evidence because to do so makes it impossible for her to continue in the life except as an outcast even among those whom society so considers. To make the rehabilitation of such a girl less difficult is the problem of the organizations which are working to find a place in society for the unchaste woman by means of useful and protected labor.

Many people feel that the law should operate against the prostitute's customer. The present law, however, is against prostitution, an act which the woman alone commits. Both commit fornication, a moral offense, but to this, on the woman's part, is added the factor of hire which makes her act prostitution. Some States have laws making fornication a crime, but the penalties imposed are totally inadequate.

Jury Trials:

Reference has been made to the obstacles to repression due to the general belief that the Social Evil is a necessary evil. This belief, in addition to affecting the severity of sentences, seems to be the explanation of the action of the juries to whom ordinary vice cases are submitted. If a defendant can secure the submission of his case to the Grand Jury the chances of his conviction are greatly lessened. Applications "to transfer" are rarely made except when it seems very probable that if the trial were to be in the Court of Special Sessions, a conviction would result. Despite this fact, the Grand Jury finds indictments in a much smaller proportion of these strong cases than is the proportion of convictions in Special Sessions, even with

these strong cases removed. Even when an indictment is found, the *petit* juries seldom convict, unless there are special circumstances surrounding the trial such as existed in the cases indicted by the Grand Jury, of which Mr. John D. Rockefeller, Jr., was Chairman. If it should become a general practice to transfer these cases, it will be a serious handicap to the maintenance of the improvement of the last ten years unless public opinion should rapidly change.

Telephone Service:

Another serious obstacle to the suppression of Commercialized Vice in New York City is that section of the Penal Law which makes all telephone messages confidential, and forbids a refusal of service only upon legal proof that it will be used for an immoral purpose. The "call house"—a form of vice steadily on the increase in New York—depends entirely upon the telephone for its success.

Summary:

The chief obstacles to a further suppression of prostitution are: The existing belief in sex necessity, in segregation, and in reglementation; the failure of the Courts to impose maximum sentences either on employers or on employees; the difficulty of securing and of presenting in required form, evidence sufficiently weighty in the opinion of the Judges, to warrant convictions and heavy sentences; the failure of the State to provide institutions with sufficient accommodations and means to reform the young offender and permanently to detain the persistent offender; and finally, certain constitutional rights.

FREDERICK H. WHITIN.

October, 1915.

LEGISLATION 1915.

Vagrancy Amendment:

The definition of vagrancy in Section 887 of the Code of Criminal Procedure was widened by legislative amendment in 1915. Before amendment, subdivision 4 declared "a common prostitute who has no lawful employment whereby to maintain herself" to be a vagrant. It had been apparent for some time that the laws against disorderly houses, soliciting and loitering were insufficient to reach many offenders. Accordingly an amendment was drafted by the Committee and the introduction of the bill secured. It was passed by the Legislature, becoming Chapter 285 of the laws of 1915. By this amendment, the following persons were declared to be vagrants:

4. A person (a) who offers to commit prostitution; or (b) who offers or offers to secure a female person for the purpose of prostitution, or for any other lewd or indecent act; or (c) who loiters in or near any thoroughfare or public or private place for the purpose of inducing, enticing or procuring another to commit lewdness, fornication, unlawful sexual intercourse or any other indecent act; or (d) who in any manner induces, entices or procures a person who is in any thoroughfare or public or private place, to commit any such acts; or (e) who is a common prostitute who has no lawful employment whereby to maintain herself.*

It will be noticed that the amendment by using as the nominative the word "person" makes the definition include men as well as women. Clause *a* reading "who offers to commit prostitution" so broadens the law that it is now possible to convict a woman who, in any place, offers to commit prostitution.† Before this amendment it was no offense for a woman to offer to commit prostitution in a place not a tenement house or public street, so that women could safely solicit in the rear room of a saloon, in a dance hall, or in a furnished room house.

Clause *b* of the amendment should make it possible more effectively to reach not only the madam of a disorderly house but the person who keeps a much less public place—the person who secures a particular woman for a particular man, the keeper of a so-

*New matter in italics.

†The accepted definition of prostitution is promiscuous intercourse for hire. The "offer to commit" prostitution has been interpreted as equivalent to the act.

called "call house"* or the person who acts as a central agency for furnishing women to such a house.

Clauses *c* and *d* are most drastic and are intended to make it less difficult to secure the evidence necessary to convict the woman who loiters in any place, public or private, for an immoral purpose. Because the law does not limit the offense to women it is anticipated that under the amendment it will be possible to arrest and convict the men popularly known as "mashers." Unquestionably these men loiter for the purpose of inducing another to commit an immoral act, but the effectiveness of this provision depends upon public opinion supporting such prosecutions. If public opinion will sustain the police and the courts in arresting, convicting and adequately sentencing these men, the streets should be freed from this kind of an annoyance to women.

Tenement House Law:

The Committee was instrumental in securing another amendment to the Code of Criminal Procedure, the purpose of which was to simplify the proceedings, particularly in the Women's Court, against persons charged with committing prostitution in a tenement. In these cases it has been necessary first to prove that the building in which the alleged offense occurred was a tenement house. This, at times, has been difficult because of interference with the People's witnesses or by a re-arrangement of the house so as to make it impossible to prove the building was occupied by three or more families doing their cooking separately and apart. The Committee's amendment which, when passed by the Legislature and signed by the Governor, became Chapter 196 of the laws of 1915, provided that the certificate of the Commissioner of Tenement House Department should be *presumptive* evidence that the building was "intended, arranged or designed to be occupied" as a tenement house.

These two, the vagrancy and the tenement house amendments, did not become effective until September 1st. To make these amendments effective will be part of the Committee's work during the coming year.

The Committee was also interested in an amendment to permit a woman convicted of prostitution in a tenement house to be placed

*See page xxv.

upon probation if not convicted of keeping a disorderly house in the tenement house or if she had not been convicted previously of an immoral offense. This amendment became Chapter 286 of the Laws of 1915. An amendment to the Inferior Courts Act having a similar purpose was also passed by the Legislature.

There was no open opposition to either bill in the Legislature. The latter bill, being a "city bill," came before Mayor Mitchel, who received from the Charity Organization Society a memorandum which pointed out that if the bill should become law, it would entirely remove the distinction in the punishment of women guilty of prostitution in a tenement and the street walker. The memorandum stated that it was feared that if this bill should become law, word would go out among the professional prostitutes that the bars were down and that it was now safe to take a flat and do business. Certain owners of real estate would also find it greatly to their interest to encourage prostitutes to rent flats because they can demand higher rental for what they know is an illegitimate use of their property.

The majority of the members of the Committee's Legislation Committee did not share the views expressed by the Charity Organization Society. They believe that the woman who commits prostitution in a tenement house may do so under conditions which are much less flagrant and destructive to public order than a woman who parades on the street, and that the magistrates should not be limited in their disposition of such cases, especially as most of the cases come before the magistrates in the Women's Court, Manhattan, and these magistrates are especially designated to sit there. While sentences of one day may be imposed, which through a technicality avoid the detention of the offender after the adjournment of the court (in case of the Night Court, 1 A. M.), it is an unsatisfactory disposition because it leaves the individual entirely free instead of under the care and control of the probation officers.

The amendment to the Inferior Courts Act being vetoed by the Mayor, an interesting question was raised as to which was controlling—the Tenement House Law, a general statute, or the Inferior Courts Act, a local statute. A test case, *The People vs. Maher*, was brought, and in his opinion Judge Crain, of the Court of General Sessions, held that the general act did not govern in the presence of a special local act.

Liquor Tax Law Amendment:

The Committee was likewise instrumental in securing an amendment to the Liquor Tax Law (Chapter 654 of the Laws of 1915). This amendment was to remove all uncertainty of meaning in the Liquor Tax Law in relation to the penalization of places. The new law clearly states that traffic in liquor shall not be permitted in any premises which have been suffered or permitted to be disorderly until one year from the date of the revocation of the certificate or the judgment of conviction, for such violation, regardless of whether on that date the place was or was not, certificated. It further provides that the year shall be computed from the date of the actual discontinuance of traffic in liquors at the premises by reason of such revocation or conviction.* This bill was drafted by the attorneys for the Brewers' Association and was introduced at their request; an evidence of the Association's good faith in endeavoring to suppress violations of disorder where there is a legal traffic in liquor.

The Vagrancy bill and the Tenement House bills were introduced in the Senate by the Minority Leader, Hon. Robert F. Wagner, and in the Assembly by the Chairman of the Codes Committee, Hon. John Knight, of Wyoming Co. To these and the other legislators who helped in securing this legislation, the Committee expresses its appreciation and thanks.

THE COURTS.

THE GRAND JURY:

A person charged with a crime is entitled to a jury trial and before trial must be indicted by the Grand Jury. By statutory amendment, this common law right is limited in New York City to persons charged with a felony.† Persons charged with misdemeanors are, in New York City, tried in the Court of Special Sessions, except as a Judge of the Court of General Sessions, in his discretion, grants a jury trial. This is popularly known as "transferring" a case. The crime of keeping a disorderly house is a misdemeanor and hence persons charged with it are ordinarily tried in "Special Sessions." When an application is made for a jury

*See page xv.

†A felony is a crime which is or may be punishable by death or imprisonment in a state prison. A misdemeanor is any crime not a felony. Section 2, Penal Law.

trial in a disorderly house case, the Committee uniformly opposes a granting of the motion because the delay which is incident to the securing of an indictment and the long calendars of the Court of General Sessions increase the defendant's chance of securing an acquittal.

During the past year transfers have continued to be granted in disorderly house cases where the financial loss would be heavy if a conviction was had. Last year nine such cases were transferred in New York County. This year twenty-four cases were transferred and in 14 of these no indictment was found. Of the ten cases in which indictments were found, none had been brought to trial by December 1st, 1915, though in one case there have been fifteen adjournments. The proprietors of disorderly places go to extraordinary lengths to secure the much desired transfer, e. g., the proprietors of two hotels after the arrests were made had large signs displayed, reading "Hotel for Men Only." After a favorable disposition had been effected, the disorderly business was resumed. At one of these hotels the police have already obtained another case. It remains to be seen whether a second transfer will be obtained.

In some of the cases where the Grand Jury dismissed the complaint, the unusual privilege was granted the defendant of presenting his defense. Ordinarily the Grand Jury hears only the People's witnesses and if sufficient evidence is presented, indicts the offender. The hearing of both sides in the secrecy of the Grand Jury room would seem to be a denial of the constitutional right of public trial—or was that right granted only to the accused?

During the year there was a transfer of but one disorderly house case in Brooklyn.* This is the only application known to have been made to transfer a case, though there probably would have been more if there had been any probability of success, but the County Court of Kings is so crowded that the judges do not favor such applications.

Five applications to transfer are known to have been made in Queens County; two of these applications were granted and in both cases the defendant was indicted.

*See page 29.

*THE COURT OF GENERAL SESSIONS:**

New York County.

*COUNTY COURTS:**

APPELLATE DIVISION; SUPREME COURT:†

During the year there was but one trial for keeping a disorderly house, in General Sessions. The result was a conviction. The only case pending before the County Court of Kings was not disposed of on December 15th. The two cases before the County Court of Queens which came to trial late in December, 1915, resulted in convictions, evidence of good work by the staff of the District Attorney in Queens.

While the Judges of General Sessions and the County Courts have generally sustained the Magistrates on appeal, the few reversals have not affected any principles. A decision by Judge Crain is referred to on Page 5.

Appeals to the Appellate Division were taken during the year from convictions in two important cases in Special Sessions, Brooklyn, in both of which cases the convictions were sustained.‡

The same Court also reversed a decision upon the Liquor Tax Law in the Supreme Court of Kings County because of which traffic, which would otherwise have ceased, was temporarily permitted to continue.‡

*COURT OF SPECIAL SESSIONS:***

During the year covered by this report the cases of 356 persons charged with keeping a disorderly house were determined in this Court. The alleged offenses occurred in

Manhattan and Bronx.....	237
Brooklyn	107
Queens	9
Richmond	3

*These courts are the highest of original criminal jurisdiction. Cases in them are tried only after indictment by the Grand Jury and with a *petit* jury. These courts also hear appeals from convictions in the Magistrates' Courts.

†This court hears appeals from convictions in General and Special Sessions and the County Courts.

‡See page 27.

**This Court has jurisdiction to try persons charged with misdemeanors (crimes not felonies). It covers the whole city, the eleven judges being assigned in rotation to the "parts" of court which sit in the different boroughs. The Bench consists of three justices who sit without a jury.

There was no increase this year in Manhattan and the Bronx, but in Brooklyn the number of cases increased thirty per cent. This was due to increased police activity.

The disposition of these cases in all boroughs was:

Acquitted	101
Dismissed on motion	4
Convicted	251
Sentenced 1 year.....	7
6 months	26
90 days	42
Less than 90 days.....	83
Fined	37
Other Disposition	60

The year's work in this Court has been especially satisfactory and the Judges have been markedly sympathetic with the Committee's work. Henry W. Herbert, who was appointed during the year in particular being interested in the problem of prostitution, having since 1910 been one of the four Magistrates regularly assigned to the Women's (Night) Court.

The total amount of fines was \$4,250 in 37 cases as compared with \$9,700 in 50 cases the previous year, a very appreciable reduction in this much disapproved disposition. The futility of fines could not be better shown than in the case of one woman who was convicted January 15 for keeping a disorderly house in the Lower Tenderloin and fined \$50. Six months later she was again convicted on a similar charge, at a house within three blocks of the previous address. She was again fined \$50, and only recently, the police have reported that this same woman was conducting a similar resort at a third address. The Committee was interested in a bill which was introduced very late in the last session of the legislature which would have excluded fines in these cases. When Section 1146 (keeping a disorderly house) is next amended, it is hoped that fines will be so excluded and that one year, now the maximum, will be made the minimum sentence for those convicted of this crime for a second time.

Among the important Manhattan cases tried during the year was one against the clerk of a notorious hotel on upper Third Ave., immediately adjoining a public school. Repeatedly the Committee's investigators had seen little children loitering about the

entrance to the hotel, making sport of the couples as they entered. The place seemed to defy prosecution, but the conviction being obtained, the premises, after a short attempt to conduct the hotel as one for men only, were abandoned.

During the year Wallace Sweeney, who formerly kept a notorious resort in West 31st St., for which he was sentenced to serve six months in the Penitentiary, attempted to open a resort in the lower Tenderloin. Within less than a month after opening, disorderly house evidence was obtained, but Sweeney disappeared, and forfeited his bail bond. The premises were closed immediately after the arrest, as the property was owned by a gentleman to whom the Committee was able to appeal effectively. During the year pleas of guilty were received from two men who the previous year had forfeited their bail by non-appearance. They were notorious offenders who had escaped punishment for years, but this time both received jail sentences.

A woman who, after conducting a disorderly house for many years, was convicted in 1912, was again convicted in 1915, the sentence imposed being double the length of the first. The first conviction was largely upon testimony as to the woman's bad character—the sufficiency of which testimony was affirmed by the Court of Appeals (*People vs. Pasquale*, 206 N. Y. 598).

Cases against assignation hotels obtained by the police were not, as a rule, successful. Three such cases, tried in Special Sessions during the year resulted in acquittals, largely because the proprietors were able to secure apparently respectable citizens to come to Court to testify that the premises in question were entirely respectable; that they even stopped there with their wives and families. The prosecution was unable, largely because of their location, to secure character evidence against the premises.

The increase of cases in Brooklyn (30%) was without any increase in the proportion of acquittals, which is usually the case. The proportion of jail sentences increased from 50% to 70%, while the average term of commitment increased from 50 days to 80 days, likewise unusual. The sentences imposed upon men were double the length of those upon women.*

While there are few disorderly house cases in the Boroughs of

*For details of the more important cases, see page 16.

Queens and Richmond, it is interesting to note that of the 9 cases tried but one resulted in an acquittal.

*Penalized Premises:**

The explanation of the large number of Suspended Sentences is that in many of these cases there was a penalty under the Liquor Tax Law resulting from the conviction, which the Court considered was sufficient.

Premises certificated to traffic in liquor, proved to have been conducted as a disorderly house.

Manhattan:

LOCATION.	DATE OF CONVICTION.
2440 Amsterdam Ave.....	October 16, 1914.
257 Bleecker St.....	June 18, 1915.
286 Bowery.....	November 2, 1914.
80 Cherry St.....	October 2, 1914.
2245 Eighth Ave.....	February 8, 1915.
2269 Eighth Ave.....	February 26, 1915.
8 Lawrence St.....	August 18, 1915.
81 Lexington Ave.....	May 14, 1915.
2168 Lexington Ave.....	May 12, 1915.
17 Rivington St.....	November 23, 1914.
131 Roosevelt St.....	December 28, 1914.
282 Seventh Ave.....	May 28, 1915.
300 Seventh Ave.....	March 5, 1915.
320 Seventh Ave.....	November 13, 1914.
360 Seventh Ave.....	March 1, 1915.
188 South St.....	July 29, 1915.
15 Stanton St.....	May 24, 1915.
18 Stanton St.....	May 17, 1915.
386-7 West St., Revocation**.....	April 12, 1915.
259 West 30th St.....	March 3, 1915.
43 West 32nd St., Revocation**.....	October 30, 1914.
162 West 132nd St.....	April 19, 1915.
57-9 Whitehall St.....	December 30, 1914.

*The traffic in liquor cannot be continued for one year after it has been legally proved that the premises were permitted to be disorderly.

**In the two cases marked "Revocation" the penalization resulted from a revocation of the license by the Excise Department, though upon evidence secured by the police.

*Penalized Premises:**Brooklyn:*

2461 Atlantic Ave.....April 27, 1915.
 184 BroadwayOctober 21, 1914.
 727 Broadway.....May 20, 1915.
 Cropsey Ave. and 25th St.....October 23, 1914.
 1673 Flatbush Ave.....October 28, 1914.
 459 Keap St.....February 16, 1915.

Mermaid Ave., N. W. Cor. Warehouse Ave.,
 Coney Island.....December 14, 1914.
 236 Prospect St.....October 21, 1914.
 317 Schermerhorn St.....February 16, 1915.
 205 Smith St.....November 30, 1914.
 4202 Third Ave.....October 30, 1914.
 W. 3rd St., N. E. Cor. Park Place,
 Coney Island.....August 12, 1915.
 48 Willoughby St.....August 5, 1915.

Queens:

337 St. Nicholas Ave., E. Williamsburg,
 December 8, 1914.
 Dill Place and St. Felix Ave., Evergreen,
 October 27, 1914.
 264 Fulton St., Jamaica.....August 24, 1915.
 Hammil's Station, Rockaway.....October 13, 1914.

Richmond:

2882 Richmond Terrace, Mariner's Harbor,
 August 18, 1915.
 105 Van Pelt Ave.....August 25, 1915.
 Bret's Hotel, South Beach.....August 18, 1915

*MAGISTRATES' COURTS:**

The magistrates during the year have held examinations in a number of important disorderly house cases, in which the defense

*The magistrates have final jurisdiction of offenses, not crimes. They hold examination of persons charged with crimes. If there is sufficient evidence, the defendant is held for the Grand Jury, if the crime is a felony, or for "Special Sessions" if it is a misdemeanor.

was presented in great detail. In the great majority of these cases the defendants have been held, though occasionally a defendant was discharged when the Committee's secretary felt there was sufficient evidence to hold the defendant for trial in Special Sessions.

A magistrate held the proprietor of a hotel as a disorderly person, and placed him under bonds for good behavior. The testimony was in part the same as had been deemed sufficient by the magistrate to hold an employee of the proprietor for keeping the hotel in question, as a disorderly house. Unfortunately, this conviction was not sustained by the Judge of General Sessions, by whom the appeal which was taken, was determined.

In cases of the men living on the earnings of prostitution, public sentiment is so strong against them that none are discharged by the magistrate where there is possible chance of a conviction being secured in Special Sessions.

The Committee is particularly interested in the disposition of cases in the Women's Court,* and has advised with the Chief City Magistrate, Judge McAdoo, and with the magistrates assigned to the Court, to make the work of the Court more effective. During the Committee's year there were 3,780 arraignments in this court of "prostitution cases," an increase of 936 cases over the preceding year, the increase being chiefly in cases from tenement houses.

Soliciting cases increased 10%, due in part, at least, to a decision sustaining the conviction of a woman who "picks up" a man upon the street and accompanies him to a saloon where she solicits him. Of the women convicted of loitering and soliciting for an immoral purpose, 40% had no record of previous conviction, the same percentage as in preceding years.† About one-quarter of the women convicted on this charge had been previously convicted five times or more, a proportion which likewise shows no material change. The number placed upon probation, sentenced to one day or sent to reformatory institutions for women, was 693 or 18%. This disposition has slightly decreased in proportion.

To the cases of women charged with prostitution in the tene-

*This Court holds its sessions at night, and to it are brought all cases of women charged with loitering and soliciting, and those cases of vagrancy which are really prostitution, whether in a tenement or elsewhere. To this court magistrates are especially assigned by the Chief City Magistrate.

†The knowledge of previous convictions is obtained through the use of fingerprint identifications.

ments, the Committee has given more special attention. Until August of this year the number of women so charged had been greater in each month than in the corresponding month of the year previous. In January such cases were more than double the number in January, 1914.

The number of women charged with prostitution in tenements this year was 1,881, an increase of 70% over last year; while the number of men so charged was double the number of the preceding year. Men are so charged because it is an offense for any person of either sex to "knowingly reside in a house of prostitution in a tenement house" or "to solicit another to enter a tenement house for the purpose of prostitution." In addition, a few men have been arrested when found in incriminating circumstances with a prostitute in the hallway of a tenement house, and have been convicted of indecent exposure in a tenement house.

The large number, over 1,100, of those convicted for the first time of this offense, indicates the immensity of the problem and is an explanation of the crowded condition of Bedford Reformatory, and of the reform institutions in New York City. It is disappointing that progress has not been made by the city in erecting the special building, court prison and place of detention for women, which has been planned. Fortunately for the work of the Women's Court, those interested in the Florence Crittenton Mission have reorganized and enlarged that institution so that it is possible for the magistrate to have a careful investigation made of suitable cases without detaining the girl in the district prison, with its unfortunate influences.

The continued large proportion, 20%, convicted of prostitution, five times or more, shows the pressing need of an institution such as a farm colony, to which these hardened prostitutes may be committed for an indeterminate sentence, so that their menace to society may be removed. Such a colony should be self-supporting—certainly as far as operating expenses are concerned. This fact should make it possible to secure such an institution, even though the city authorities are limiting appropriation for all purposes.

The percentage of women convicted of prostitution is higher than the average for other offenses in the magistrates' courts. There are those who feel that the magistrates do not attach sufficient weight to the testimony of the woman, in her own behalf, but there is every reason to believe that all the women arraigned for

these offenses are prostitutes, and, since the Women's Court is especially organized to deal with such offenders, a conviction in that court is frequently the means of turning the woman from the life of shame.

While no "Night Court" is held in Brooklyn, the Adams Street Court has been constituted a Women's Court and all women charged with prostitution are brought to it. During the past year 305 women were arraigned in this court on that charge—less than a tenth of such arraignments in Manhattan. In Brooklyn, as in New York, special attention is given to these cases, so that it may be confidently said that no girl need lack help to leave the life of prostitution if she will but ask or accept it.

The interest and assistance of Judge McAdoo and his associates of the Board of Magistrates, in the efforts of the Committee to suppress Commercialized Vice, has been invaluable and it is hoped that the Committee has been helpful to them in making their work more effective.

MALE OFFENDERS.

The opinion has been expressed that until the men who are the customers of the prostitutes are prosecuted as vigorously as the the women, efforts to suppress Commercialized Vice cannot be permanently successful. Such men are guilty of fornication which is not a crime in New York and it does not seem desirable to make it one until public opinion becomes strong enough to sustain a satisfactory enforcement of such a law. The penalties imposed in Massachusetts upon those found guilty of fornication, are totally inadequate.

Men are convicted in New York for two classes of sex offences best described as Commercialized Vice and Attacks on Women. Neither the number of these cases nor their disposition is generally known. Believing such information to be of value, the Committee has compiled the following tables which, while not absolutely complete, are near enough so as to indicate the extent of the prosecutions under the laws enumerated.

The following laws are for the suppression of Commercialized Vice:

1. The Bennet and Mann Laws: These are Federal Statutes to suppress the transportation of women into the United States

from a foreign country and from one State to another for purposes of vice. The total number of these cases was seven, a small number because the chief activity of the agents of the Department of Justice, which is charged with the enforcement of these laws, has been directed during the past year to the enforcement of neutrality laws.

2. Compulsory Prostitution: Violations of Section 2460 of the New York Penal Law. The total number of these cases was 41.

3. The keeping and maintaining of a disorderly house: Violations of Section 1146 of the Penal Law. These cases numbered 209, an equal number of women being also convicted of this offense.

4. Living wholly or in part on the profits of prostitution: Violations of Section 1148 of the Penal Law. These cases numbered 38.

5. Prostitution in tenements: Violations of Section 150 of the Tenement House Law. These cases numbered 104, a small number as compared with the number of women convicted of this offense, but, however, a number which shows an encouraging increase.

THE DISPOSITION OF CASES OF MEN CHARGED WITH A VIOLATION
OF THE ABOVE ENUMERATED LAWS, OCTOBER,
1914—SEPTEMBER, 1915.

Acquitted	92
Convicted	160
<hr/>	
Sentence: State's Prison: 10 years and over.....	5
5 years and over.....	10
2 years and over.....	13
1 year and over.....	14
Penitentiary: 1 year.....	14
Elmira Reformatory	2
Workhouse: 6 months.....	41
90 days	54
60 days	93
Fined	19
Suspended Sentence	18
Other Dispositions	20
Liquor Tax Law Penalties.....	31

CASES OF MEN CHARGED WITH VIOLATION OF LAWS 17
FOR THE PROTECTION OF WOMEN

	<i>Arraignments in Magistrates' Courts.</i>	<i>Held for trial.</i>	<i>Convictions.</i>
<i>Felonies:</i>			
Abduction	107	57	14
(Penal Law: Sec. 70)			
Abortion	26	12	..
(Sec. 80)			
Adultery	15	10	..
(Sec. 100)			
Crime against nature.	88	61	14
Sodomy: (Sec. 690)			
Incest	10	4	1
(Sec. 1110)			
Rape,			
1st & 2d Degrees* . .	544	307	43
(Sec. 2010)			
Seduction	78	29	8
<i>Misdemeanors:</i>			
Impairing Morals of Minor†		172	96
(Sec. 483)			
<i>Offenses:</i>			
Disorderly Conduct, Degenerates and			
"Mashers" (Section 1458 Consolidation Act.)			167‡

The above table is compiled from the reports for 1914 of the City Magistrates' Courts, First and Second Divisions, the report of the Court of Special Sessions and of the District Attorneys in New York and Kings County. It is impossible from those reports to compile generally the sentences received. The decrease as between the number arraigned before the Magistrate and the number convicted, is very noticeable. The difference between the number held by the Magistrate for trial and the number

*Rape is in the second degree where the woman, though consenting to the act, is under eighteen years of age—the "age of consent" in New York State.
†The reports of the Magistrates are deficient in reporting the arraignments for this offense. The number given as held for trial is that reported to have been received during the year by the Court of Special Sessions.
‡The figures for this offense were only obtainable for the past six months and the total number arraigned is unknown: Nor, are the figures for Brooklyn available.

convicted, is due to the failure of the Grand Juries to find an indictment; to the discharge of the defendant on his own recognizance most frequently because the complaining witness failed to appear at the trial and to the acquittals upon trial, this latter disposition being the smallest proportion. Of the 108 rape cases disposed of in New York County in 1914, the Grand Jury dismissed 39, indicting 12 for rape in the first degree and 59 for rape in the second. Of these 59 defendants, 22 pleaded guilty, but three being convicted upon trial. Five were acquitted by the juries, the remainder being discharged on recognizance or otherwise disposed of. Of the 25 convicted, 11 received State Prison sentences, averaging 6 years and 11 months. Six were committed to Elmira Reformatory and in 8 cases sentence was suspended.

While the total number of arraignments of men as shown in both these tables is a considerable one, the number actually convicted is relatively small, but this is not peculiar to this class of case. Undoubtedly if these cases could be followed up vigorously by some organization especially interested in their prosecution, a considerably larger number of defendants would be held for trial and there would be fewer defendants dismissed because of the failure of witnesses to appear. Such work, however, would be handicapped by the attitude of public opinion which effects the action of the Grand Jury.*

THE POLICE AND DISTRICT ATTORNEY.

The Police:

The Police Department has made progress in many lines during the past year. The men feel that the Commissioner understands their difficulties and that they can count upon him for encouragement and support.

There was no general change of police inspectors during the year, an occasional one being made when a new man developed who gave promise of better work than an incumbent. With the Deputy Commissioners, the District Inspectors and the Lieutenants commanding the vice squads, the Committee's secretaries have continually co-operated. To the Commissioner and these officers, the Committee is indebted for assistance in its efforts.

*See page 6.

District Attorney:

During the past year, cases in which the Committee has been interested were unusually well presented upon trial, because the same assistant district attorneys have continued to represent the prosecution. Usually such an assistant no sooner becomes experienced and equal in ability to the counsel for the defense, than he is transferred from Special Sessions to General Sessions, where are tried those charged with felonies.

The Committee has been greatly disappointed that neither the district attorney of New York, nor of Kings, brought an action under the Injunction and Abatement Law, as was anticipated a year ago. This failure to act has been due to a series of causes, some technical and some questions of office policy. As so often happens, technical difficulties arise when a concrete case is presented for action. The Abatement Law is based upon the theory that a disorderly house is a nuisance. It had been expected that the law would be especially useful in permanently suppressing disorderly resorts. It was assumed that when a conviction for keeping a disorderly house had been obtained, an injunction could be secured to prevent a renewal of the nuisance. Though the New York law includes a special provision to facilitate such a method of proceeding, the representatives of the district attorneys, who considered the Abatement Law and the proposed cases, questioned the suggested method. The Committee has not been satisfied with the excuses offered by the district attorney in New York for his failure, despite repeated promise, to bring the desired action.

The work of the Appeal Bureaux of the District Attorney's office has been very successful, there being no reversals of convictions. Indeed in many cases affirmances were had where the defendant's lawyer honestly thought, both on the law and the facts, the conviction should be reversed. This success is due to the ability of the men in these bureaux.

TENEMENT HOUSE DEPARTMENT.

Commissioner Murphy and his associates in the Department are much interested in the cases in the Magistrates' Court and especially in the Women's Courts, where the offense charge is a violation of Section 150 of the Tenement House Law.* The

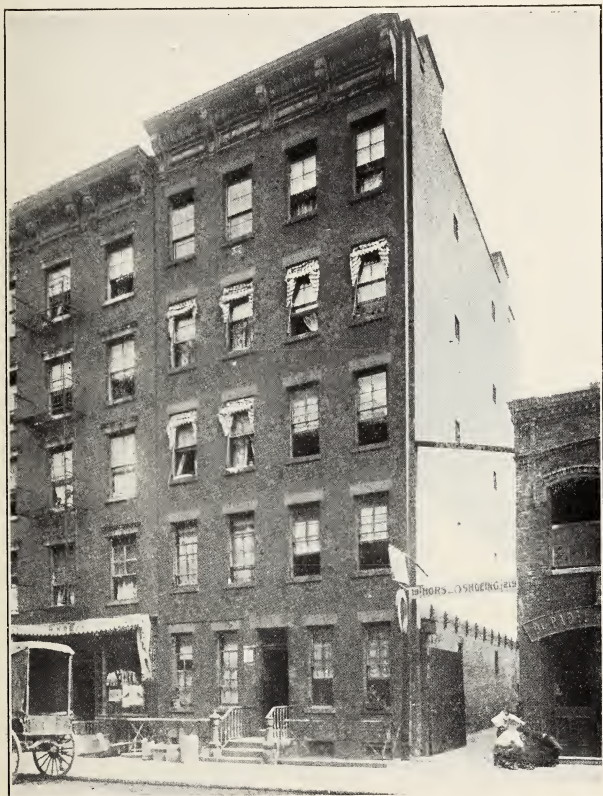
*See page 14.

large increase in these cases has naturally been a matter of concern to them.

The Department is greatly interested in the trial of the test cases brought by the Corporation Counsel, on behalf of the City of New York, to impose a penalty upon the owners of tenements who permit their property to be used for prostitution. One of these test cases, entitled *The City of New York vs. McDevitt*, reached a final determination in the decision of the Court of Appeals made May 25, 1915, and reported in 215 N. Y. 160. This action was to recover \$50, a penalty which the Corporation Counsel held was imposed upon an owner by the Tenement House Law which reads in part: "No tenement house or any part thereof shall be used for the purpose of prostitution." Though the Department did not win the *McDevitt* case, yet the opinion of Judge Cardoza writing for the Court of Appeals was so strong as to the responsibility of owners, that it constituted a moral victory. The Judge held that the statute charges an owner with the duty to *inform* himself of conditions prevailing in his building and "does not make his liability dependent upon knowledge or even upon negligence." "The legislature has said that the owner must prevent *at his peril*, a vicious use which can rarely be continued without his fault. It rules out inquiry into his excuse in the particular instance."

While under this construction of the statute, the Corporation Counsel may not collect a penalty of \$50 upon proof of a single act of prostitution in a tenement, yet if he can show either that there has been another conviction or that the premises bore a bad reputation, it should be possible for him to collect the penalty.

The other test case, to collect a penalty of \$1,000, made progress during the year. The Tenement House Commission of 1901 recommended and the Legislature adopted, a provision that an owner who did not dispossess a prostitute after six days' notice, should be liable for a penalty of \$1,000. No action to recover this penalty was ever brought to trial, because no owner, upon notice, failed to dispossess his objectionable tenant, thereby avoiding liability even though he immediately rented the same premises to another immoral woman. In order to effectively reach owners guilty of such practices, the law was amended two years ago at the instance of this Committee, to provide that where prostitutes were convicted from the same tenement on two different occasions



221 WEST 29TH STREET

Owner or Record, Estate of Eliza T. O'Neill.

Arrests for prostitution (Violations of the Tenement House Law) occurred in this on house the following thirteen dates: November 29, 1913; January 3, 1913; June 9, 1914; July 8, 1914; August 8, 1914; October 2, 1914; December 12, 1914; January 19, 1915; February 3, 1915; February 26, 1915; March 4, 1915; August 13, 1915; October 26, 1915. This number of arrests has not been equal at any other house.

(See text, page 22)



200 MANHATTAN AVENUE

Owner of Record, Leon Sobel.

Convictions for prostitution committed in this house:

<i>Date of Arrest.</i>	<i>Name</i>	<i>Disposition.</i>
May 21, 1912.	Florence Tourney	Probation 6 months.
May 21, 1912.	Lilian Bowley	Probation 6 months.
Sept. 9, 1913.	Marie Robinson	60 days
Aug. 26, 1914.	Ada Smith	30 days
Aug. 26, 1914.	Tina Russell	30 days
Apr. 30, 1915.	May Robinson	House of Mercy
Apr. 30, 1915.	Myra Douglass	One day

(See text on opposite page)

within six months, it should be presumptive evidence that such use was with the knowledge of the owner. The burden of proof is thereby put upon the owner to show he took every reasonable precaution to prevent the misuse of his property.

The test case under the amended law was against Leon Sobel, as owner, for knowingly permitting the premises, 200 Manhattan Ave.,* to be used for prostitution and came to trial before Judge Cohalan and a jury in June. The Corporation Counsel showed not only two convictions within six months for prostitution committed at 200 Manhattan Ave., but other and later convictions in that house. Indeed such convictions actually occurred while the case was on the Trial Calendar. Sobel offered testimony of the precautions which he had taken to prevent the unlawful use of his property. The trial lasted three days, and though the jury considered the testimony for over eight hours, they were unable to arrive at a unanimous verdict, standing nine to three in favor of imposing the penalty. The disagreement was characterized by the Judge as a miscarriage of justice.

Many similar cases are pending; in some of them the testimony will be of a series of convictions occurring at intervals of less than six months. In three cases the *same* woman has been convicted *twice* from the same *house*. From the tenement located at 226 West 28th St., Hilda Glover (colored) was convicted on March 29, 1914, and though sentenced to four months in the Workhouse was *again* convicted from the *same* house on October 16 of the *same* year. There were other convictions from this house on December 18, 1913, June 6, 9, 10, 13 and 26, and October 9 and 27, 1914, and March, 1915. The woman who was convicted on June 10, 1914, had been convicted from another address on December 6, 1913, and at the time of her second arrest, had been out of the Workhouse only *four* days.

The record of convictions from 235 West 61st St., is equally bad. From this house a colored woman named McMillan was twice convicted (November 24, 1914, and May 3, 1915). There were convictions of other women, July 20, November 18 and 24, 1914, and January 6 and 11, 1915.

In the third case (267 West 40th St.,) Williema Spangler was convicted on November 13, 1912, and again September 15, 1913.

*See illustration on opposite page.

There were also convictions on August 16, September 17, 18, 20 and 24, October 7, 8, 20 and 21, 1913, March 2, 1914, and August 6, 1915. The convictions in 1913 were of colored women, the defendants in the later cases were white.

The record of convictions from any one tenement (319 W. 17th St.) is 17,* while the record of occasions when arrests were made (221 West 29th St.) is 13.†

It is hoped that during the coming year the Corporation Counsel will press the actions against the owners of houses so used, because it seems to the Committee they are grossly negligent—if not more. Public opinion is tending more and more to hold the owners of property responsible for its misuse. All vice commissions recommend penalizing the owner who permits his property to be misused.

EXCISE DEPARTMENT.

Actions by the Excise Department which affect the vice situation are revocation of licenses and suits to recover the penalty of the bond (\$1,800), especially if the bond be a certificate of deposit of cash.‡

Two revocation proceedings were brought during the year** which proved the premises to have been permitted to be a disorderly house. Both were successful. Several actions were brought against proprietors who had given "cash bonds."

*See illustration opposite page x. The following is the detail record.

†See illustration opposite page 20.

‡See page 26.

**See page 11.

<i>Date of Arrest</i>	<i>Name</i>	<i>Disposition</i>
May 6, 1913.	May Brown	Probation
July 14, 1913.	Kitty Bissinger	20 days
July 14, 1913.	Margie McCleary	60 days
October 11, 1913.	Margaret Miller	House of Good Shepherd
October 11, 1913.	Margaret Scheppler	60 days
December 16, 1913.	Daisy Ross	60 days
December 16, 1913.	Irene Hill	60 days
August 19, 1914.	Minnie McKenna	30 days
August 19, 1914.	Catherine Scott	30 days
November 24, 1914.	Annie Wills	60 days
February 10, 1915.	Anna Sullivan	House of Good Shepherd
February 10, 1915.	Margaret Mullin	House of Good Shepherd
April 2, 1915.	Marie Fox	One day
April 2, 1915.	Anna Bergen	6 months
April 26, 1915.	Lola Lorenzo	60 days
October 20, 1915.	Violet Thomas	House of Mercy
November 25, 1915.	May Barton	90 days

Though Commissioner Farley's five-year term did not expire until April 1, 1916, the Commissioner tendered his resignation to Governor Whitman, to take effect October 1, 1915, and the Governor appointed George E. Green, of Binghamton, as Excise Commissioner. Commissioner Farley, by resigning on October 1st, enabled Commissioner Green to begin his administration of the Department with the beginning of a new fiscal, as well as license, year. It has been suggested that the term of the Excise Commissioner be changed so as to begin on October 1, a change which would make for an administrative improvement.

While Commissioner Farley maintained the collection of bond penalties, no improvement in the law or methods of its enforcement was made through his efforts. No constructive legislation affecting the Liquor Tax Law originated in the Department nor was any passed because of the Department's support, during his term as Commissioner.

BUSINESS INTERESTS.

Surety Companies:

The co-operation with the surety companies and the brewers has continued during the past year. The surety companies, represented by Mr. Albert E. Sheridan, as formerly, continued their valuable co-operation.* Mr. Sheridan's representatives in the Companies' offices in Brooklyn, Queens and Richmond have likewise assisted the Committee. The criticism which was formerly made that the surety companies were open to censure because of an indiscriminate writing of excise bonds does not apply in New York City. For the last eight years the companies have co-operated with this Committee, and have been a decided factor in the improvement which has been secured in places where liquor is sold.

Brewers:

The co-operation with the brewers† is growing stronger each

*Every applicant for a liquor tax certificate must file with the Excise Commissioner, a bond for an amount equal to 150% of the tax (in Manhattan and Brooklyn that bond is \$1800). These bonds, with very few exceptions, are written by Surety Companies. If unable to secure such a corporate bond, an applicant has recourse to personal surety or to cash, both difficult to obtain.

†The brewer not only supplies the beer but is the financial backer of almost 90% of the saloons and small hotels. He supplies the funds to pay in advance the year's license tax, securing himself by an assignment of the certificate.

year as the reasonableness of the Committee's method of work becomes more and more evident and as experience has shown how it is best to proceed. So well has the work been conducted that for three years there has been no need of a meeting of this Committee with the committee of the Brewers Board of Trade.

Formerly there was a rush of work with the brewers during the period of re-licensing, but while this is still a particularly busy time, the work now extends over the whole year. There is rarely a day when the proprietor of some saloon is not sent by the brewer supplying him, to the office of the Committee, for instructions as to how he shall conduct his place, or to be reprimanded for failure to keep promises previously made. There has been much need for reproof during the past year because times being bad, many a saloon keeper "took a chance" and permitted immoral conditions which in better times he would not have allowed. It has become the custom in this co-operation to accept from the proprietor of a place conducted below the standard agreed upon with the brewers, a written promise as to the manner in which he will conduct his place in the future. If the promise is broken, he (the proprietor) is reprimanded by both the brewer and the Committee's Secretary and informed that unless he keeps his promise, the liquor tax certificate, which is essential to his business, will be removed by the brewer. Or, should it be near the period of re-licensing, that he will be unable to secure a bond because of the Committee's protest against him to the Surety Companies. In the majority of cases, this warning is sufficient. There are places, however, which, because of special conditions, require more or less constant attention; eventually, the proprietors of them either sell or conditions become so bad that the brewer temporarily closes it. Naturally the brewers avoid taking this drastic action, much preferring to find a new proprietor, so preventing loss of trade, incident to closing.

The Committee has endeavored to include the Police Department in this co-operation, which would be to the advantage both of the Department and the brewers. The Department would be able by this means to correct conditions which, while not bad enough for a criminal case, yet are dangerous if left undisturbed. It would also be saved the expense and time of getting and presenting evidence of violations. On the other hand, the brewers would be saved the losses which result from convictions.

This co-operation has not been established to any extent, because of a lack of patience on the part of the police. Certain brewers have failed to respond, as it seemed to the police, that they should. However, efforts at co-operation should not cease because of early discouragements. A brewer whose earlier course of action had been as described, recently wrote the Committee "We will not reopen the place without the approval of the police and yourselves."

One of the most difficult cases with which the Committee had to deal in the past few months was that of a large hotel in the Times Square District. The Committee had evidence that women of the street were soliciting men to accompany them to this hotel and it was known that such women could secure rooms at this hotel without difficulty. Accordingly, the Committee protested against the writing of a bond for the place. The brewer, prominent in the trade, and one whose sincerity of co-operation has never been doubted, protested vigorously against the Committee's action, because of a favorable report by his representative who was in a position to know the real facts. Because of the importance of the case, the Committee made a special investigation, and when that report was submitted to the brewer in question, he withdrew his request and severely reprimanded his representative for misrepresenting the facts and for putting him (the brewer) in a false position with the Committee.

The formal method of co-operation is the preparation annually of a list of addresses of saloons and hotels which are not conducted according to the accepted standard. This list is filed about September 1st in each year with the representative of the surety companies and with Mr. Charles J. Warner, Secretary of the Brewers Board of Trade. This list includes three classes of hotels, saloons, restaurants or dance halls, (1) those where disorderly conditions prevail; (2) those where conditions are unsatisfactory, tending towards disorderly, and (3) those, which though closed, were previously so conducted that the Committee desires to be consulted regarding the conditions under which they re-open. The Committee's list this year contained the addresses of 674 such places. Of the disorderly places 179 were in Manhattan and the Bronx, 24 in Brooklyn and 16 in Queens and Richmond; of places where conditions were unsatisfactory, there were 167, 74 and 20 in

the respective Boroughs; of the closed places, there were 144, 41 and 9, respectively.

In Manhattan and the Bronx, in 1914-1915, 25 places on the Committee's list were closed by the co-operation, in the majority of cases not to be re-opened. In 20 places new proprietors were secured. Among these places were resorts that have given the Committee and the Brewers a great deal of trouble, including three notorious resorts frequented by negroes, where the police were unable to obtain evidence for disorderly house cases. The co-operation with the brewers this year has made more substantial gain than in any other period of the Committee's work.

There are a number of proprietors independent of any brewer's control who refuse to meet the Committee's requirements as to the manner in which they shall conduct their business. The Committee's protest to the Surety Companies not being withdrawn, they deposit with the State Excise Commissioner a certificate of cash deposit. From this fact comes the designation "cash bond places": in this class are all the disorderly resorts. The number of such places has been gradually reduced, showing, despite the difficulty of securing sufficient evidence to convict, continued pressure of law enforcement is eliminating them. There were 35 such places in Manhattan in October, 1915, and four in the other boroughs. There are also on the Committee's List a few hotels which do not seek to obtain a liquor tax certificate. These places formerly had certificates but now depend for their profit solely on the rental of rooms, selling liquor only surreptitiously.

BROOKLYN.

The Committee can again report a further repression of vice in the Borough of Brooklyn. The four cases which are best illustrative of the difficulties encountered in effecting suppression are of hotels which were located at 184 Broadway, 317-319 Schermerhorn St., 48 Willoughby St., and 20-22 Smith St., all having been mentioned in previous reports.

The suppression of the hotel on the corner of Broadway and Driggs Ave., in the Eastern District, proved even more difficult than was anticipated.* The conviction for keeping a disorderly house of an employee of the proprietor Volkening, was reported

*For a picture of this building see Annual Report for 1914.

REPRODUCTION OF REGISTER.

1 April. 1915			
1	Mr Mrs John Doe San Francisco	4	715 am
2	Brooklyn N.Y.	2	130 1:00
2	V. Jones	6	820 no call
5	H. Smith	4	330 1:00
6	Mr Mrs John Doe San Francisco cal.	2	710 call
6	H. Smith and Wife	4	730 call
6	John Smith & Wife	9	830 call
6	John Doe and Wife	8	430 call
7	Robert Lee & Wife		
8	Cynthia J. Lee		
9	Mr Williams & Wife	2	11:00
9	Harry Brown	4	11:00
9	J. M. Murphy. Delfer	1	11:00
13	J. Miller		
15	John Thompson		
15	Dr. Bennett		
15	A. Jones		
16	Mr Mrs John Doe Los Angeles cal.	11	
16	W. Brown	12	call
16	Mr Mrs C. Jones & L. E. Ty	1	
17	John		
17	John	4	see call
17	W. E. Bender & Wife		

The signature of "John Doe" appears on April 1st, 6th and 16th. Many of the other registrations are without addresses

(See text, page 32)



HOTEL CRESCENT—CAMBRIDGE

Owner of title since 1908, Henry C. Christgau.

Convictions for keeping a disorderly house on these premises occurred on March 3, 1911, and February 16, 1915.

Convictions affirmed by the Appellate Division

October 6, 1911, and June 11, 1915.

Proprietors: 1911, John C. Cordes; 1915, Henry C. Christgau.

(See text on opposite page)

last year. While the employee served his 30-day sentence the proprietor took an appeal and secured a stay of penalties imposed because of the conviction, by the Liquor Tax Law. The police, however, prevented a continuance of the hotel business by keeping an officer continually stationed at the hotel desk.

On the appeal, counsel submitted a most voluminous brief, but the Appellate Division, in April, unanimously affirmed the finding of the lower Court. The Excise Department thereupon sought an injunction to restrain the traffic in liquor so as to *penalize the place*, but the application was denied upon a new interpretation of the Liquor Tax Law from which the Department successfully appealed, the injunction being secured in November. The owner of the property was immediately notified of his duty and power to dispossess the tenant who had used the property contrary to law. It was found that the property belonged to an estate, and the will of the owner not having been accepted for probate, there was no one who could legally bring the dispossession action. Fortunately, the lease to Volkening expired July 1st. Architect's plans for the re-conversion of the building into flats have been prepared and the alterations will be made before the place is reopened, in April, 1916.

The Committee's first report on Brooklyn conditions told of its efforts against the Schermerhorn Street hotel located on the opposite street corner from the "Harriet Judson," the new Y. W. C. A. dormitory. Those early efforts were only in part successful for, while the owner, Christgau, personally assumed responsibility for the management of the hotel, he could not be persuaded to limit his hotel guests to men. He argued that he was conducting a commercial hotel and was required by law to admit all *proper* couples. At the Committee's instigation, Christgau was warned by the police that prostitutes were being admitted. Investigation showed that promiscuous couples were not admitted if *without* baggage and also that street prostitutes provided themselves with satchels which they would check at the parcel room of the neighboring railroad station until needed to secure admission for themselves and their customers.*

Upon evidence secured by the police the room clerk was convicted but escaped a prison sentence. Believing the conviction unjust, Christgau appealed the case which closed the place to the traffic in liquor for one year. The conviction was sustained. It

*See illustration on opposite page.

is to be regretted that Christgau does not propose to alter his rooms into apartments, for as long as they are not changed there will always be a possibility of the hotel again being used for immoral purposes.

The Willoughby Street place has likewise its story. The place was vacant for two years, most of the applicants for it being disapproved by the Committee because it did not seem probable that they would conduct it properly. The owner, who could ill afford the burden of unproductive property, felt the Committee's action in refusing to withdraw its protest to the writing of the necessary bond was unwarrantedly oppressive. Finally the protest was withdrawn but not until the lease had been amended and special assurances of co-operation had been received from the brewer. From the first, the conduct of the place was disappointing. Twice the brewer temporarily removed the license certificate, thereby serving a warning to the proprietors. Finally the police secured evidence upon which three defendants were convicted and sentenced to jail. That "Sid" Greenwald, the principal of the defendants, should have been sent to jail for ninety days was notice to all others of his kind that disorderly resorts could no longer be conducted without risk. "Sid" had conducted the "Glass Palace" at Coney Island and had had his license revoked for conducting a disorderly resort at 40 Willoughby St., across the street from the place in question. It was a fear of his connection with the new proprietors that had caused the original precaution and when it was found that the Committee had been misled, the permanent removal of the certificate was not asked because it was hoped Greenwald might be convicted.

The convictions have closed the place again and the case constitutes a precedent to warrant the Committee's taking the position in similar cases, in the future, that its protest stands despite an apparent oppression.

At 20-22 Smith Street has been located for many years a hotel known as the Bijou, which had a very bad reputation. Two years ago, the police secured a disorderly house conviction against the place, closing it for a year.* When re-opened, no liquor license was taken out. It soon became evident that immoral business was again being done. The police, waiting until suspicion of possible action had abated, secured an exceptionally strong case against three defendants. Before the cases could be tried, the man most

*See illustration opposite page xvi

involved fled from the State, thereby forfeiting the \$3,000 bail under which he was held. The other two defendants pleaded guilty and became State's witnesses; upon their statements Alfred Richardson was arrested.

Richardson was the proprietor of the hotel at the time of its earlier conviction and was himself convicted in 1914 of conducting the Montauk Hotel on Duffield St., as a disorderly house. He continued, however, to do business, though more circumspectly. He owns the Montauk and has a long lease from the Estate owning the Bijou. As there is not sufficient commercial hotel business in Brooklyn to make these hotels profitable, he has continued renting rooms to promiscuous couples, hoping that there would shortly be an abandonment of the vice repression movement. But in that hope and expectation he was wrong, his case furnishing illustration of the need of persistent agitation of vice repression. Richardson's counsel was successful in securing a jury trial for his client, and the case has not yet been decided.

Of four questionable hotels located close together in an outlying section of the Borough, one was closed on September 30th. Two have made satisfactory arrangements to be conducted for "Men only," leaving only one, the largest, to which couples are admitted. Its proprietor, a man of good personal appearance and reputation, refuses to concede that any considerable proportion of his guests rent rooms for immoral purposes. It was proposed to him that he permit an investigation which would prove the character of his guests, but he refused. This hotel is the only one in Brooklyn which is generally open to casual couples. Two of the Committee's investigators appearing to be such a couple have been sent to Brooklyn several times and directed to seek hotel accommodations. Inquiry of waiters or bartenders has failed to disclose any such hotel other than the one referred to above. This fact and the indications as disclosed by an inspection of the hotel register are the grounds for the accusation.

Saloon conditions in the Borough have not changed. Occasionally some "probationer"* fails to maintain the promised exclusion of immoral women or some new place is found to which such women resort. Such cases were taken up immediately with the brewer and in an encouragingly large proportion of cases, the cause of complaint is immediately removed.

*See page 24.

The Commissioner of Licenses has shown commendable action in carefully inspecting certain dance halls, frequented on certain nights by rough characters and immoral women. These he has either closed by forfeiting their dance hall license or effected more care on the part of the management through a warning of such action. There are other dance halls which have an unfortunate influence especially upon the young people who frequent them, but which cannot be suppressed because conditions in them do not, as yet, warrant action.*

THE BRONX.

The Borough of the Bronx has been made very unprofitable for the exploiters of commercialized vice, for special attention has been paid to all crimes against sex by District Attorney Francis P. Martin acting in complete accord with County Judge Gibbs. The heavy sentences given "white slavers" have had their effect, with the result that during the past year there was not a single disorderly house case brought in Bronx County. There are no disorderly hotels, and the assignation hotels have been eliminated. The high value of licenses in the Bronx, because of their limitation under the Liquor Tax Law, has been a considerable influence in accomplishing this result.

The Committee's work in the Bronx has been with dance halls and road houses, principally the rendezvous of automobile parties, which, because in out-of-the-way neighborhoods, attract little attention. The Committee made special investigations of these places last year, and is receiving the hearty co-operation of the brewers and the property owners in improving such of those places as had become particularly disorderly.

QUEENS.

The most important case in the Borough of Queens during the year resulted in the suppression of a disorderly resort in Maspeth, a part of the Borough accessible to the Williamsburgh District of Brooklyn. The hotel was conducted by the owners of the property, husband, wife and son, and they were also independent of any brewery control. They knew well what they were doing for the wife had served a year in jail in 1901 for keeping a disorderly house. The Committee's usual efforts to improve conditions

*References are made on pages 10, 12, and 15 to work of other kinds in the Borough of Brooklyn.

proving unsuccessful,* complaint was made to the police and Excise Department. Anticipating such complaints would be made by the Committee, the business was conducted very carefully, so making it very difficult to obtain evidence of a disorderly house. But precautions were eventually relaxed and by good police work, the evidence was obtained and Mrs. Scheick again arrested. Her application for a jury trial was denied and in October she pleaded guilty and was sentenced to 90 days in jail. It is hoped that this is the end of this resort; at least it is closed for a year.

In the Ridgewood section of the Borough another hotel, owned and conducted by a father and son, was supposedly closed during the year because, the son having been convicted in 1914 of keeping it as a disorderly house, liquor could not be sold. Late in the summer an investigation disclosed that business was being continued surreptitiously. Rooms were rented to couples and liquor was sold in violation of law. Complaint to the police resulted in quick action and another case was secured which is still pending.†

Another case involved a place which was a combination of road house and summer park, located on the Queen Boulevard in the outskirts of Jamaica. The defendant was convicted. A hotel, not much more than two hundred feet from the Dutch Church, Jamaica, has been closed because the clerk was convicted upon evidence secured by the police. The proprietors of this hotel had promised the Committee to conduct it for "men only." This promise was not kept and two registers were used, one for public or Committee inspection showing only single men as guests, and one for use when couples were admitted. It was hoped that this hotel might be found to be within the 200 feet limit, for if so, it would have permanently lost because of the conviction, the privilege to traffic in liquor.

Complaints are being received which indicate that there are many disorderly places in Nassau County within easy automobile distance of the city. As specific places come to the attention of the Committee, they will be taken up with the brewer, Surety Companies and Excise Department, but the limitations of the Committee's present staff make it impossible to do detail work beyond the City Line.

*See page 24.

†Wagner pleaded guilty December 21st and was sentenced to 30 days in prison.

RICHMOND.

During the summer of 1915, the Committee made an investigation of conditions on Staten Island. This was facilitated by co-operation from Inspector Cahalane and Mr. Halbert of the Children's Aid Society. As a result, a list of disorderly and questionable places in this Borough was made by this Committee for the first time. During the summer, the Inspector got three disorderly house cases and prompt trials being had, convictions resulted in all cases.

The conditions on the Island are such as to make it difficult for the casual investigator to discover sufficient evidence for action and the Committee regrets that it has not a sufficient staff to make more thorough investigations. Conditions at the beaches are more of gross immorality than commercialized vice, a situation with which it is extremely difficult to deal. Investigation disclosed a small ten-room hotel in the more densely settled part of the Borough, the proprietor of which thought that he could rent his rooms to promiscuous couples without danger, provided he did not admit the same woman twice on one night or rent the same room twice a night, knowing that if either act be proved, it would be sufficient to convict him of keeping a disorderly hotel. But when at the direction of the brewer, he submitted his hotel register to the Committee's Secretary, he was informed that he must in the future conduct his hotel as one for *men only*. Registers similar to this one were not uncommon formerly, but it had been some years since such a register has been found in actual use.* In this register appear under date of February 16, 1915, the names Mr. and Mrs. John Doe, San Francisco.† On March 6th appears the same signature, the handwriting containing characteristics which mark it unmistakably as being by the same person. On this date no residence was given. March 23rd, the same signature appears with "and wife" written after, and again on April 1st and April 6th, the residence being continued as San Francisco. On April 16th and 18th the residence was changed to Los Angeles. On April 26th, the residence was San Francisco again. The signature does not appear during May, but under date of June 5th, there is the same unmistakable sig-

*See reproduction opposite page 26.

†"Doe" is the fictitious name used in law when the real name is not known.

nature. This time Fort Roosevelt was the residence given. On June 8th the residence was Fort Hancock and on the 26th and 30th it was New York. In the same handwriting "Mr. and Mrs. John Deo" were registered on June 21st as of Los Angeles and on July 13th as of New York. The name was spelled the same way by the same man on the 19th of that month, while on the 25th, Mr. and Mrs. John Due, Newark, N. J., are registered. On August 24th appears the registration of Mr. and Mrs. John Dow, now of Grand Rapids, a total of sixteen visits in six months. It would be interesting to know whether it was the same woman or different women who accompanied "John Doe" on these visits.

During the month of July, 127 couples and 7 single men were registered at this hotel as guests. Of the couples, one-third gave the common names of Smith, Brown, etc. The Excise Law requires the hotel proprietor to keep a register containing the residence of his guests. On this particular register, in this particular month, there were 65 registrations without address, while 60 guests gave their addresses as "city" or some nearby suburban place.

It is believed that with the brewer's help, this hotel has been made one for men only.

The Committee hopes next summer to make further investigations so its work in Richmond may be more thorough.

Submitted,

FREDERICK H. WHITIN,

General Secretary.

WALTER G. HOOKE,

Executive Secretary.

October, 1915.

REPORT OF RECEIPTS AND DISBURSEMENTS BY THE TREASURER FOR THE FISCAL YEAR, 1914-1915.

Receipts:

General Contributions and Interest.....	\$1,593.54	
General Contributions for Brooklyn work....	138.00	\$1,731.54
<hr/>		
Guarantee Fund Contributions:		
General	9,400.00	
Brooklyn	600.00	10,000.00
<hr/>		
		<u>\$11,731.54</u>

Disbursements:

Salaries, Executives		\$5,500.00
Clerical		1,174.30
Rent		600.00
Stationery		296.77
Investigation:		
Manhattan	1,061.16	
Other Boroughs	275.75	1,336.91
<hr/>		
Telephone		294.13
Carfare		230.89
Postage		119.67
Annual Reports and Appeal.....		359.52
San Francisco Exhibit.....		150.87
Miscellaneous		171.88

Brooklyn Disbursements:

Clerical Assistance.....	416.80	
Investigation	516.02	
Miscellaneous	65.25	998.07
<hr/>		
Total disbursement of year.....		\$11,233.01
Balance 1914-1915 receipts unexpended.....		498.53
<hr/>		
		<u>\$11,731.54</u>

FRANCIS LOUIS SLADE,
Treasurer.

November 10, 1915.

We have had examined the vouchers and checks for the above receipts and disbursements, and they have been found correct.

(Signed) GEORGE HAVEN PUTNAM,
ISAAC N. SELIGMAN,
Committee on Audit.

CONTRIBUTORS, 1914—1915.

NEW YORK.

ABBOTT, REV. LYMAN, D.D.	\$5.00
AGNEW, HON. GEO. B.	10.00
AIKMAN, WALTER M.	5.00
ALGER, GEORGE W.	25.00
BALDWIN, MRS. WILLIAM H., JR.	20.00
BENJAMIN, M. W.	5.00
BLISS, MRS. WILLIAM H.	5.00
BREWSTER, ROBERT S.	100.00
BROWN, REV. WILLIAM ADAMS, D.D.	25.00
BULKLEY, MRS. EDWIN M.	10.00
BURKE, THOMAS P.	3.00
CARNEGIE, ANDREW	1,000.00
CLARK, PROF. JOHN BATES	3.00
COLGATE, GILBERT	25.00
COLGATE, WILLIAM	25.00
COLLINS, CHARLES	20.00
COURTNEY, RT. REV. FREDERICK, D.D.	50.00
CUSACK, RT. REV. THOS. F., D.D.	10.00
CUTTING, R. FULTON	250.00
DODGE, CLEVELAND H.	50.00
DODGE, ESTATE OF MISS GRACE H.	25.00
DOUGLAS, JAMES	10.00
FORD, JAMES B.	1,000.00
FOX, HUGH F.	20.00
FRANK, ALFRED	10.00
GLENN, MRS. JOHN M.	10.00
GRACE, WILLIAM R.	500.00
HADDEN, MRS. HAROLD F.	40.00
HARKNESS, EDWARD S.	1,000.00
HAZARD, MRS. BARCLAY	5.00
HENDERSON, MRS. EDWARD C.	5.00
HOE, MRS. RICHARD M.	15.00
HOPPING, A. HOWARD	2.00
HOYT, JOHN SHERMAN	25.00
JAMES, ARTHUR CURTISS	50.00
JAMES, MRS. D. WILLIS	1,000.00
JOHNSON, JAMES W.	25.00
KINGSLEY, WILLIAM M.	25.00
LEE, FREDERICK S.	10.00
LYMAN, FRANK	10.00
MCGUIRE, EDWARD J.	10.00
MACY, V. EVERIT	25.00
MARKS, HON. MARCUS M.	5.00
MASON, GEORGE G.	250.00
MOORE, GEORGE G.	5.00
MORGAN, MRS. JOHN B.	10.00
MORGAN, W. FELLOWES	10.00
OLCOTT, MRS. E. E.	5.00
OPENHYM, WILFRED A.	5.00
OPPENHEIMER, DR. HENRY S.	10.00
OSBORN, WILLIAM CHURCH	25.00
PARSONS, WILLIAM H.	5.00
PERKINS, MRS. GEORGE W.	25.00
PETERS, DR. JOHN P.	25.00
PETERS, WILLIAM R.	100.00
PEDERSEN, DR. JAMES	25.00

PLAUT, JOSEPH	\$15.00
POST, ABRAM S.....	5.00
PRATT, JOHN T.....	100.00
PUNNETT, JAMES	25.00
READ, WILLIAM A.....	250.00
ROCKEFELLER, JOHN D., JR.....	1,000.00
ST. MICHAEL'S CHURCH.....	25.00
SCHIFF, JACOB H.....	250.00
SCHIFF, MORTIMER L.....	100.00
SCOTT, WALTER	15.00
SCRYMSEY, JAMES A.....	50.00
SELIGMAN, ISAAC N.....	250.00
SIMKHOVITCH, MRS. V. G.....	5.00
SLADE, FRANCIS LOUIS.....	250.00
SMITH, ORMOND G.....	10.00
STETSON, FRANCIS LYNDER.....	100.00
STONE, MISS ELLA J.....	25.00
STRAIGHT, MRS. WILLARD D.....	1,000.00
STRAUS, PERCY S.....	250.00
STRAUSS, FREDERICK	50.00
THORNE, SAMUEL	25.00
TIFFANY & Co.	25.00
TUCKERMAN, ALFRED	25.00
VAN INGEN, E. H.....	100.00
VILLARD, MRS. HENRY.....	10.00
WARBURG, PAUL M. & FELIX M.....	500.00
WOERISHOEFFER, MRS. ANNA.....	250.00
WOLFF, MRS. LEWIS F.....	10.00
ZABRISKIE, MRS. GEORGE.....	5.00

BROOKLYN.

A FRIEND	\$200.00
ALSOP, MRS. REESE F.....	5.00
CHILDS, WILLIAM HAMLIN.....	100.00
LOW, JOSIAH O.	25.00
MERRITT, MRS. JAMES H.....	5.00
MESEROLE, MRS. J. V.....	3.00
PRATT, FREDERIC B.....	100.00
PRATT, MRS. FREDERIC B.....	100.00
PRATT, GEORGE D.	25.00
SHERMAN, MRS. CHARLES E.....	5.00
TOUSEY, MISS ELIZABETH.....	10.00
WHITE, HON. ALFRED T.....	100.00
WHITE, MISS FRANCES E.....	50.00
ZABRISKIE, MRS. CORNELIUS.....	10.00

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THE COMMITTEE
OF FOURTEEN
IN
NEW YORK CITY

ANNUAL REPORT
1915 - 1916

ORGANIZED, 1905
INCORPORATED, 1907
RE-ORGANIZED, 1912

27 EAST 22ND STREET
NEW YORK CITY



THE COMMITTEE

1915-1916

MR. GEORGE W. ALGER
REV. ROBERT BACHMAN, JR.
MRS. WILLIAM H. BALDWIN
DR. LEE W. BEATTIE
HON. WILLIAM S. BENNET
DR. WILLIAM ADAMS BROWN
PROF. FRANCIS M. BURDICK
MR. EDMOND J. BUTLER
MR. WILLIAM HAMLIN CHILDS
REV. WILLIAM A. COURTNEY, D.D.
MRS. ROBERT L. DICKINSON
DR. BERNARD DRACHMAN
MRS. JOHN M. GLENN
MRS. BARCLAY HAZARD
MR. JOSIAH O. LOW
MR. EDWARD J. MCGUIRE
MR. ALFRED E. MARLING
DR. H. PEREIRA MENDES
MISS MAUDE E. MINER
DR. HENRY MOSKOWITZ
MRS. HENRY MOSKOWITZ
THOMAS M. MULRY†
DR. JAMES PEDERSEN
DR. JOHN P. PETERS
MRS. FREDERIC B. PRATT
MR. GEORGE HAVEN PUTNAM
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MR. LAWRENCE VEILLER
MR. FREDERICK H. WHITIN

†Deceased

1915-1916

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For Officers and Directors for 1916-1917, see page 27

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REVIEW OF THE COMMITTEE'S WORK

1905-1916

By the Chairman

In laying down the office with which you have honored me for so many years, it is perhaps not amiss that I should briefly survey the past, making also such comments as the experience of these years suggests with regard to the future.

First of all, looking backward, the permanence of our membership is impressive. Of the fourteen persons who constituted the membership of the Committee at its organization in 1905, eleven years ago, nine—Mrs. Simkhovitch and Messrs. Beattie, Bennet, Burdick, Drachman, Mendes, Peters, Putnam and Veiller—are members to-day, and four of them members of the Board of Directors. Forty-three persons have been members of the Committee during those years, of whom thirty-three are still members. When in 1911 the scope and purpose of the Committee were extended, the membership was also increased beyond the number indicated by the original name, for the purpose of dealing more effectively with the larger field of effort then undertaken. There have been three chairmen, Mr. McGuire, Mr. Whitin and the present incumbent, and but two treasurers, Mr. Wm. Jay Schieffelin and Mr. Slade. For ten years Mr. Whitin and for six years Mr. Hooke have served the Committee as executive secretaries. This permanency of membership of officers and of staff has contributed greatly to the effectiveness of the Committee's efforts. We have all acquired experience and yet at the same time, by the infusion of new blood, maintained the zeal of the original organization.

Investigations

The Committee of Fourteen came into existence as a result of the report of the Committee of Fifteen on the Social Evil, 1902, and especially of the evidence there presented regarding the Raines' Law Hotels in New York City, and was originally constituted for the purpose of suppressing the Raines' Law Hotels in the Borough of Manhattan. The parents who brought it into the world were the Anti-Saloon League and the City Club. Its first work was a practical study and investigation of the Raines' Law Hotels to determine the best method of controlling or abolishing them, in which it received invaluable assistance from the Anti-Saloon League, through whose agents this first investigation was conducted. Later followed the Committee's investigation of the disposition of the cases of prostitutes in the Magistrates' Courts and of disorderly house cases in the Court of Special Sessions. These investigations made clear the need of a more precise and formal knowledge of all the laws affecting in any way the subject of prostitution, the agencies charged with the enforcement of those laws, their methods of procedure, the reform and punitive agencies, and so far as possible a knowledge of the conditions of the practice of prostitution, its localization, and the causes and agencies by which it was promoted. Such an investigation was made by a special committee of this Committee, the results being published in 1910 under the title "The Social Evil in New York City; a Study of Law Enforcement by the Research Committee of the Committee of Fourteen."¹ This was the first of the so-called vice reports, and indeed their progenitor, in so much that practically all of the investigations made later in other

¹The Report is now out of print, but may be found in all the large public libraries.

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cities, with their reports of conditions, were conducted by a worker or workers who had been trained with and through our Research Committee. While it is perpetually investigating and studying conditions, these three major investigations, with the preceding investigations of the Committee of Fifteen, the records of which it inherited, laid the foundations of knowledge and information of conditions on which the Committee of Fourteen has based its work.

Enlargement of Field

By 1911 the work had been so far successful that the Raines Law Hotels were almost entirely suppressed; but because of their success and of the lack of any other organization to fill the need, the members of the Committee felt themselves obligated to continue the work begun, enlarging the Committee's field to comprehend all phases of commercialized (sexual) vice in the City of New York, which has been its scope since that date.

Throughout all these years it has been the endeavor of this Committee to co-operate with all existing agencies, official and non-official, for the purpose of controlling vice, and to assist in creating new agencies where such were needed. Its policy has been not to do what others should or could do, but to assist those others wherever such assistance could be rendered, helping them to achieve results. Our success has been, I think, largely due to this policy, which has secured the confidence of the officials and the co-operation of our fellow citizens. This co-operation has manifested itself in forms which have attracted a good deal of attention, because they have seemed to most people so unusual, and yet, they are the natural outcome of the policy which we have pursued and the attitude of mind produced in others by the pursuance of that course.

Unusual Co-operation

Most amazing perhaps to the outside world has been the co-operation of those engaged in the liquor trade and particularly of the brewers. When the Committee commenced its work it was commonly understood that the brewers were behind all the houses of prostitution and improper resorts of the City of New York, where there were liquor tax certificates, and their method of conducting business gave good ground for this belief. It was the opinion of this Committee that the brewers did not themselves realize what they were doing, and that the wisest plan was to obtain the facts, lay the situation before them, and ask them in the name of common decency to clean up the resorts which they directly or indirectly controlled, the Committee believing that the brewers through their investments in the resorts where their product is sold, can, especially if they are united in action, compel the maintenance of proper conditions in those resorts. The appeal of the Committee met with almost instant response, and from that day to this the brewers have co-operated with the Committee in the effort to improve conditions in saloons and hotels. Moreover, this co-operation has steadily increased, until to-day it can be said that there is no brewer in New York who does not respond to a complaint from the Committee; and whereas the standard of requirements has been continually raised, it is noticeable that to-day there is much less pleading for the offenders than at the outset of this co-operation, and the brewers themselves have now taken formal action to urge upon the Committee the enlargement of its activities and a still higher standard of requirements. They have also offered to co-operate financially, if the Committee will accept such assistance, or if financial assistance be not desired, to co-operate actively in such other ways as the Committee may sug-

gest, stating that they would regard it as a calamity if the Committee of Fourteen were to pass out of existence, or diminish in any way its activities for the suppression of commercialized vice.

Surety Companies

Similar co-operation has been established with the surety companies, which write the bonds required of each certificate holder before a license to traffic in liquor can be issued. When the Committee commenced its activities there was no supervision of this bonding. The companies were competing with one another to obtain the most disreputable class of customers, thus assisting to continue the social evil. Here, as in the case of the brewers, the Committee gathered facts and presented them to the surety companies. The companies responded and began to refuse to write the bonds of disreputable saloons and hotels, organizing, with the Committee of Fourteen and the brewers, a special agency for consideration of these cases. At first, co-operation with the surety companies was incomplete, because some companies were found whose officials were willing to do business with disorderly resorts against the wishes of their associates and the protest of the brewers and the Committee of Fourteen. Gradually, however, this co-operation has been rendered more effective, until to-day there is no company willing to do this objectionable bonding business; the objectionable resorts being now compelled to give cash bonds. Through this co-operation with the brewers and the surety companies, not only has it been possible to suppress disorderly resorts recognized by the law as such, but frequently objectionable conditions not serious enough for criminal action have been remedied.

The other business agency which underlies the practice

of prostitution is real estate. There can be no prostitution without the use of property for that purpose, and property cannot systematically be so used without the consent or collusion of owners and agents. Here also the Committee has entered into a friendly and intimate relation with the real estate interests, so far as organized; but the problem here is one of greater difficulty, because there is no central body controlling this interest, as in the two preceding cases. The co-operation secured has, however, been of great value, directly in assuring so far as our problem is concerned, more intelligent control of large properties, and indirectly in furnishing information to guide the Committee in action, through legislation and otherwise.

Other Co-operation

As it was commonly charged in the public press that the great department stores of the city were breeding grounds for prostitution, the Committee, in the same spirit of co-operation, entered one of the largest of these stores, in agreement with the proprietors, and made a careful investigation covering a period of several months, the results of which, quite disproving, by the way, the sensational charges to which circulation had been given, were published in a special report to the Committee by the sub-committee in charge. The effects of this co-operation have been beneficial in many ways.

The Committee has also co-operated from time to time with various reform and betterment agencies, local, religious and political, such as the Gramercy and Chelsea Neighborhood Associations, the Hebrew Kehillah, Christian Associations, Churches and Settlements, the City Club, the Independent Club of the West Side and others, for information, for education, for police and court action,

and for the promotion of intelligent and effective legislation.

Legislation

When the Committee began its work, conditions existed which imperatively required legislation for their remedy. Partly the excise law itself, partly the method of its enforcement, or non-enforcement, had produced those intolerable conditions which called this Committee into existence. The first object of its legislative activities, following the preliminary investigation already noted, and for which the facts thus gathered constituted the argument, was to secure the enforcement of the Liquor Tax Law relating to the structure of hotels. These ten-room abominations, while called hotels, seldom complied with the law. The Committee's first legislative effort to compel compliance, in which it had the valuable support of the Anti-Saloon League, the Ambler Law, was declared to be unconstitutional. The following year another law, called, after its legislative parent, the Prentice Law, was successful in its purpose. It required that before a liquor tax certificate could be issued for a place claimed to be a hotel, there should be filed in the Excise Department the certificate of the local Building Department that the structure complied with the provisions of the Liquor Tax Law. The immediate effect of this law was to reduce the number of hotels licensed to traffic in liquor by one-third. This was the first great victory of the Committee.

Sunday Sales

The next step was an attempted amendment of the Sunday provisions of the Excise Law. These provisions resulted in the continual and flagrant violation of the law in this city, which neither the state nor the municipal authori-

ties would or could seriously endeavor to suppress, and which consequently degraded the liquor traffic, connecting it with vice, and at the same time debauched the police and politics. For two successive years the Committee endeavored to secure an amendment to legalize the sale of liquor on Sunday at certain hours and under rigid, but enforceable restrictions, in order to remove the temptation to vice and lawlessness. Public sentiment was divided regarding this amendment and it was not secured. The Chairman is of the opinion that the legislation proposed was wise and would have been influential in reducing vice, purging the liquor traffic, and removing one great source of political corruption. For the proper control of the liquor traffic such legislation must ultimately be secured. But because this is a matter which affects primarily the liquor traffic, the Committee may leave this reform to the leadership of others.

Limitation of Licenses

The general attitude of the Committee has been not to ask for new laws or amendments of the law, except as a last resort. With the best intention to avoid legislation and legislative amendments, it has been compelled, however, almost every year to advocate or oppose legislation at Albany, and in some cases to originate the legislation which it advocated. In addition to the Prentice Law, it assisted in securing the adoption of the limitation of license provision, under which no additional certificate to traffic in liquor may be issued until the proportion of saloons to population shall be reduced to one to seven hundred and fifty.²

²At the time this amendment was secured the ratio of saloons to population was, in New York City, about 1 to 450. The existing ratio (1916) is about 1 to 575, varying from 1 to 680 in Brooklyn, 1 to 628 in Manhattan, 1 to 700 in the Bronx, to 1 to 200 in Queens and Richmond. Whereas

The Committee also co-operated with the Excise Commissioner in greatly strengthening the penalty provisions of the Liquor Tax Law and was the originator of the "Cash Bond" provision, the existence of which has been helpful in perfecting the co-operation with the surety companies. Through the Committee's efforts the section of the Penal Law against keeping disorderly houses, and especially the provision regarding the renting of property for immoral purposes has been much strengthened; the law against prostitution in tenement houses has been broadened and made to affect the male offender as well as the woman, while the landlord who permits tenement house property to be used for immoral purposes incurs severe liabilities. The most important legislation of this sort secured in recent years was that which makes prostitution in itself an offense.

At the outset the Committee encountered much opposition at Albany, but gradually, as with the brewers and the surety companies, it won confidence, and in latter years especially it has had the hearty support of legislative leaders of both parties, who have apparently come to the belief that legislation for which the Committee asks support is sane and reasonable in its character.

Courts Studied

When the Committee began its work it found that the treatment by the courts of disorderly house cases, pros-

in Manhattan and the Bronx 5,989 saloon and hotel licenses were issued in 1909; for the year 1915-16, in spite of the increase in population, only 5,025 were issued. The tendency of this amendment has been to reduce competition and improve the standard of the traffic. It would have been more effective if the law had provided that each revocation of a license should reduce the total number of licenses by one. Instead, licenses revoked are re-issued to others, only no *additional* licenses are issued. As a result, the reduction in proportion practically depends upon the increase of population. The law should be altered, so that a license revoked may not be re-issued.

titutes and the like, tended to foster and promote the vice rather than to restrain or suppress it. While many of the judges and magistrates were of the highest character and their decisions and their conduct left little to be desired, the lack of co-ordination and co-operation between the judges, the lack of proper system in the courts, and the lack of a consistent attitude on the part of the courts toward vice offenders, frustrated the best endeavors of those who were striving to improve conditions. The small fines or short sentences imposed on the street walker when brought into court, the absurdly inconsistent way in which these fines or sentences were imposed, and the delays which destroyed evidence and assisted the criminals, were largely responsible for the great number of prostitutes formerly to be seen on the streets of this city. It was the Committee's investigation of our minor courts system which furnished the facts on which the legislation was obtained appointing the Inferior Courts' Commission to reorganize those courts. As a result of that Commission's report, the Court of Special Sessions was so enlarged that all cases are now promptly tried, the Magistrates' Courts were co-ordinated and unified, the Night Court for Women added, and the system of identification by the use of finger prints established, which has proved so helpful in assisting the magistrates to make proper disposition of women convicted as prostitutes. The courts so reorganized have continuously improved their methods and increased co-operation with one another, with the Police and with the District Attorneys. There is no longer the strange diversity and inconsistency of sentences, which really encouraged vice. Through the co-operation of the magistrates, as a result of experience, legislation was later secured abolishing fines as a penalty for prostitution. The probation system also has been placed on a reasonable

basis and made continually more effective. One interesting result of our co-operation with the courts has been the relation established with the Grand Jury Association, reported more fully by the Secretaries, an educational influence of the greatest value.

Police

The history of the co-operation of the Committee with the police is somewhat similar to that of its co-operation with legislators. At the outset it was viewed with considerable doubt and suspected of erratic and fanatical views and ideas. Even after it had secured the confidence of the Police Commissioner, it found itself an object of suspicion and opposition on the part of deputies and minor officials. Fortunately for the Committee it began its work during the incumbency of Commissioner, now Judge, McAdoo, who after a short period became a warm friend and supporter of the Committee, which he has continued ever since. Indeed, after he ceased to be Police Commissioner and before he became a judge, he was, for a time, a member of this Committee. Commissioner Bingham was almost from the outset a friend of the Committee, as have been his successors, Cropsey, Waldo and Woods. As time went on, the deputy commissioners also became its friends. Driscoll under Cropsey, Newberger under Waldo, and Godley and Dunham under Woods, have been invaluable supports in the work the Committee has been striving to do. Valuable assistance has been received also from many of lower rank, especially Lieutenant Costigan of the headquarters vice squad, and, among inspectors, John Daly and the late John Russell, to mention only the more conspicuous. I have given these details, because, according to reports from other cities, the Committee's experience in securing such co-operation with the police is somewhat

unique. This relation to the police is also an evidence of their belief in the efficiency and competence of our Secretaries, which may well afford the Committee comfort and satisfaction.

District Attorney

With the District Attorney our relations have not, on the whole, been so progressively satisfactory as with the official agencies heretofore mentioned. Since the creation of the Committee, the District Attorneys have been men of ability and integrity, and they and their assistants have done valuable work. With all of these we have stood on friendly if not intimate terms. While commending highly much of their work, I regret to say that in one very important matter in which we are concerned, the District Attorneys of New York City have failed to use a most valuable law. The Herrick Injunction and Abatement Law, secured through the efforts of this Committee, has been on the statute books of this city for over two years. A law of similar character has proved very effective in closing vicious resorts in Iowa, Oregon, the District of Columbia and elsewhere; and in Buffalo, in this State, the enforcement of this law has closed over one hundred such places, a testimony to its efficiency. Here in New York City in spite of all the urgency of our Committee, this law, which it is believed would close certain persistently disorderly resorts so far impervious to all attacks, has not been utilized by the law-enforcing agencies. If it cannot secure the co-operation of those agencies in the near future, it may be necessary for the Committee to act independently.

With the Health and the Building Departments, so far as we have come in touch with them, our co-operation has always been satisfactory. Indeed, at one time the Building Commissioner, like the Police Commissioner, made our

agents special officers. With the Tenement House Commissioner, whose department has entered more and more into our field of activities because of the increasing change among our population from dwelling houses to apartments, and because of the development of the telephone, we have under the present administration developed a cordial and effective co-operation.

Excise Department

Owing to the peculiar relation of liquor traffic to prostitution, the Committee has from the outset found itself necessarily brought into close relations with the State Department of Excise. The Liquor Tax Law of this State confers upon the Commissioner drastic powers which, if he were ready to use them, and if the Legislature were willing to give him the moneys required to do so (no large sum), could improve very materially the situation both as regards drunkenness and immorality. According to the decision of the highest court of this State, this law is a police measure, not a revenue measure. From the beginning, however, the Excise Commissioner, with the apparent support of the Legislature, has enforced the law for the purpose primarily of raising revenue, and only secondarily, usually lastly, for policing the traffic. During the incumbency of Commissioner Clement, we thrashed this matter out with the Commissioner and his lawyers before Governor Hughes at a conference called by the latter at our request. We pointed out the inefficacy and, as we argued, the illegality of the Department's method of administering the law. The Department admitted our claim on the legal side, and the Governor approved our charge of inefficacy of administration and ordered a reform. In general the law continues to be administered on the same illegal principle, i. e., as primarily a revenue not a police measure, and

inefficiently, although with improvements in detail. The relations of the Committee with the Excise Commissioner have always been friendly, and under the administration of Commissioner Clement especially the Committee was able to co-operate with the Department in securing some important amendments to the law, and some improvements both in the method and the practice of its enforcement, including, among other things, a rational understanding and co-operation with the Police Department.

Failure to Improve

Contrary to the experience of the Committee with the Police and the Courts, however, co-operation with the Excise Department has not increased nor has the Department improved in tone and efficiency in the eleven years of our experience, but the reverse. What the present Commissioner has done during the year last past is told by the Secretaries in their report; what he has left undone is vastly greater. Despite fair promises, doubtless based on good intentions, the Excise Department, legally a state police for the control of the liquor traffic, is to-day, so far as New York City is concerned, a negligible factor for law enforcement. With adequate counsel and a force of special agents at his disposal, the Commissioner has failed to bring a single revocation proceeding on the ground of "disorderly," or even of unlawful sales of liquor by those who conduct disreputable resorts, a proceeding whereby the proprietors of such places may be penalized, when it is impossible to secure legal evidence of immoral use. The licensed places which have been closed during the year, thirty-nine in number, have been closed not through his efforts, but by the local police and prosecuting officers. He has collected the usual number of bond penalties, for that means revenue. Against the places whose proprietors



This apparent private house was really a quiet assignation hotel. The building shown to the left in the picture, occupying the rear of the lot, furnished many additional bedrooms. The hotel was closed through police activity without a criminal proceeding



A disorderly saloon, which, after many ineffective efforts to clean up by co-operation, was suppressed finally by criminal action

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gave cash bonds, however, which are the questionable or evil resorts, those which the brewers and the surety companies have rejected, he is not known to have begun even a single case on evidence secured by his agents. The Department is being managed as an agency to peddle licenses and collect revenue for the State, not to police the traffic and compel clean dealing. This means important work ahead for our Committee, co-operative it is to be hoped, and not antagonistic.

Co-operation Between Officials

Co-operation between the different official agencies dealing in one way or another with prostitution, State, County, and City, the Committee has, with varying success, attempted to establish. The tendency of each agency has been to act by itself without co-ordination or co-operation with the others, or even sometimes in antagonism one to another. Somewhat this has been improved, and police and courts, police and tenement house departments and even police and District Attorneys now work together more harmoniously than before. For a time, under Clement and Bingham, State (excise) and City police were brought into a friendly and co-operative relation, which is now, alas, a thing of the past. In general the Committee still has much work to do in securing more efficient and intelligent co-operation of these various agencies, but especially of State and City.

Public Opinion

Good laws and even good enforcement of good laws will not eliminate commercialized vice without the support of public opinion, and indeed under our policy good laws cannot be enforced, if enacted, without the support of public opinion. What public opinion is and how it acts

in this matter is discussed in the Secretaries' report in the section entitled "Grand Jury." I wish to record here the fact that our Committee has played its part in educating and informing public opinion, and to indicate a line, in which, in my judgment, it can do still more effective work, reiterating in this to some extent what I emphasized in my last annual address.

Venereal Disease

Tuberculosis, yellow fever, cholera, typhoid, smallpox and the like have been so far brought under control because the measures of quarantine, prevention and public supervision have met with popular support, partly through education, the circulation of information regarding the cause and nature of those diseases, the method of their transmission and the like. People have been led to change their habits of life, to live in cleanliness instead of filth, to admit fresh air and sunshine instead of excluding it, above all to support and co-operate with the authorities in enforcing cleanliness, aeration and good living. But also the legislation secured and the laws and ordinances enforced to control and abolish those diseases, have themselves been most potent agencies in educating the public and creating a continually stronger public opinion to support the authorities in their activities. The very demands made for legislation, for further and more drastic action by health boards, for fuller control of the victims and the disseminators of those diseases, educate the public, and especially that part of it which most needs education and which can be educated only by acts. Our Committee is dealing with the cause of some of the most dangerous and destructive of all infectious diseases. Commercialized vice is the originator and disseminator of the venereal diseases. To control the one is to control the other, and without control of the

one the other cannot be controlled. Nothing could be more effective toward the elimination of commercialized vice than a rational and common sense treatment of venereal diseases, such as we now apply to smallpox, cholera, yellow fever, tuberculosis and the like. If in our prisons we found a case of one of these contagious diseases, not as a punitive, but as a health measure, to protect the community, we should at once isolate the patient, put him under treatment, and detain or control and instruct and inspect him until he ceases to be a menace to the community by disseminating the disease to others. No college or school is allowed to harbor the victims of such infectious diseases. The government does not admit them as immigrants. State and City have provided special facilities for their treatment. Why, in common sense, should we not treat the still more dangerous and destructive venereal diseases in the same way? Why should not the nation refuse to admit immigrants who, because of infection by those diseases, may become a menace or a burden to the community? Why should not all universities, colleges and schools test the candidates for admission for those diseases as for others, as is now done in some of our more progressive institutions? Above all, why should not our corrective institutions subject all their inmates to proper tests, and as a health measure isolate and detain or control infected cases so long and in such manner as may be necessary to protect the public from infection through them? The immediate effect of such action would be, by arousing public attention, and informing public opinion in regard to the physical danger of commercialized vice, to create a mighty agency for its suppression.

Something was done in this direction in the correctional institutions of this city in the commissionership of Miss Davis. Our Health Board also has been moving in this

direction; but to exert effectively its powers it must have public opinion behind it. This we must help to create.

Other Organizations

There are in this city, besides our own Committee, five associations organized partly or altogether to deal with prostitution—the Society for the Suppression of Vice, the Society for the Prevention of Crime, the New York Social Hygiene Society, the American Social Hygiene Association, and the Bureau of Social Hygiene. The two former, like our own Committee, deal with law enforcement, the New York Social Hygiene Society with education and disease, the National Association with both public health, education and law enforcement, the Bureau with research and publication. Our Committee has worked with some of these organizations, and is closely affiliated by membership and otherwise with all. It is at present engaged in the attempt to associate them in closer compact and contact in order to prevent duplication and ensure in general combined action. If these organizations can unite on a common program for the treatment of venereal diseases by public officials in the city and port of New York, they are in a position to ensure action and to create the public opinion necessary to support it; and nothing in my judgment could do more toward educating the community to that physical and moral cleanliness requisite to the suppression of commercialized vice than precisely such common sense treatment of venereal diseases by the legally constituted authorities.

Budgets

I have made my address very lengthy (it is my last opportunity), but I cannot close without adding, with some pride, that the considerable work we have done has

been done with very inadequate means, thanks chiefly to the efficiency and economy of our Secretaries. Our earlier budgets, while we were engaged in suppressing the Raines Law Hotel amounted on the average only to about \$2,500. With the reorganization in 1911 to attempt a larger work we secured a five-year guarantee of \$10,000, which, with other contributions, gave us a total annual income of about \$12,000. We ought to have a larger income, if we are effectively to continue our work, which, if we are to obtain good results, must in the nature of things expand, not contract. We are rudely reminded, by the courteous and friendly offer of the brewers, that we must increase and render more effective our inspection of saloons and hotels. But this costs money, and we cannot accept their generous offer of financial assistance without seeming, at least, to endanger our liberty of action. We should find a better means of reaching male offenders, but that requires special investigation and some addition to our staff. To cover our present ground of the City of New York efficiently along the lines above indicated we should have a guarantee fund one-half again as large as at present. And while to cover the City of New York effectively is our present aim, we must also remember that with the development of the automobile habit there have been growing up around New York, in the adjacent counties, a vast number of vicious resorts, which so threaten our community that we may not find ourselves able to handle our city problems without taking consideration also of some way of reforming these. The work grows as we succeed.

In conclusion, in retiring from the office of Chairman, I wish to express my high appreciation of the kindness and support which I have received from all from the first day until now. Most reverently would I express, above all, my great thankfulness to Almighty God that I have been

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permitted to play a part in such a work, and pray that under my successor the Committee may be enabled to advance to a still finer and better achievement.

JOHN P. PETERS,
Chairman.

October 24, 1916

ANNUAL MEETING

October 24th, 1916

At this meeting the Special Committee of Five, appointed at the Annual Meeting of 1915, reported with much regret that Dr. Peters, because of reasons of health, had been unable to reconsider his request to be relieved of the responsibility of the Chairmanship. The Committee stated that it had secured the consent of Dr. William Adams Brown, who had been a member of the Committee of Fourteen since 1909, serving continuously on the Board of Directors, to assume the responsibility of the Chairmanship if he should be elected. The Special Committee proposed and heartily urged his election.

The Special Committee also recommended the creation of the office of honorary Chairman and that Dr. Peters be asked to accept the title, saying that Dr. Peters' name had been so long associated with the Committee that it should if possible be continued. The Committee expressed its satisfaction that Dr. Peters was willing to accept reelection to the Board of Directors, so that the members would still have the advantage of his wise judgment based upon his many years of experience.

The officers elected at the meeting for the year 1916-1917 were as follows:

DR. JOHN P. PETERS	.	.	<i>Honorary Chairman</i>
DR. WILLIAM ADAMS BROWN	.	.	<i>Chairman</i>
MR. EDWARD J. MCGUIRE	.	.	<i>Vice-Chairman</i>
MR. FRANCIS LOUIS SLADE	.	.	<i>Treasurer</i>
MR. FREDERICK H. WHITIN	.	.	<i>Secretary</i>
MR. WALTER G. HOOKE	.	.	<i>Executive Secretary</i>

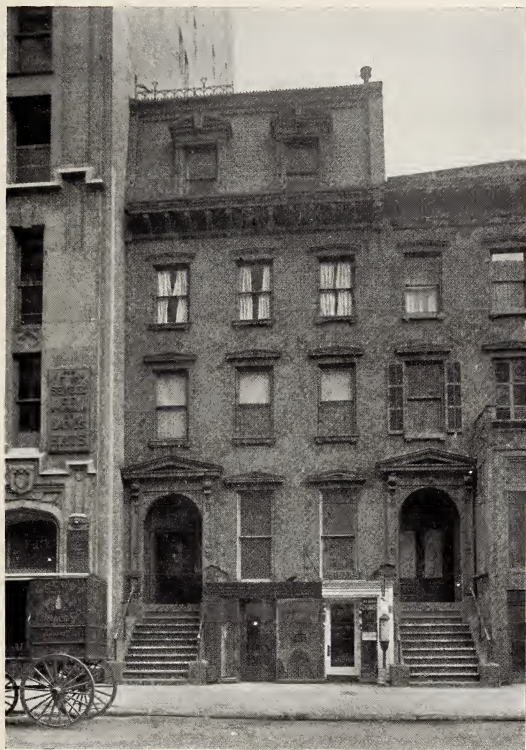
The Directors elected were the same as in the preceding year.

Owners of Property

The Committee carefully considered the desirability of publishing in its Annual Report the names of the owners of the property proved to have been used for immoral purposes in violation of law by convictions under the Penal Law. The Committee has long believed that one of the most effective ways to suppress commercialized vice is to penalize the property used for such purposes, and has frequently attributed the improvement in saloon conditions to such penalties in the Liquor Tax Law. The Committee was largely instrumental in securing the Herrick Injunction and Abatement Law in 1914, the basis of which is the responsibility of the owner of property used for commercialized vice. The Committee's belief in this principle of the owner's responsibility has also found expression in the Amendments of 1913 to the Criminal Law (Section 1146) and the Tenement House Law. Public opinion must be brought to bear upon those who, through negligence, fail to realize their responsibility. Judge Parker, in the case of the Health Department vs. Rector (135 N. Y. 32) declares, "We may own our property absolutely, and yet it is subject to the proper exercise of the police power. It must be used not improperly to cause harm to our neighbor, including in that description the public generally."

The statutes give the owners of property very definite remedies where tenants use it in violation of law (Section 2235, Code of Civil Procedure). These remedies were greatly strengthened in 1913 by an amendment which provided that the ill repute of the premises shall be presumptive evidence of unlawful use.

The complete list of names of the owners of property used illegally during the year was submitted to the Committee for its information. The reputation of some of the owners was such as to justify the belief that the violations



15 East 33rd Street. Owner: William Waldorf Astor. Edith Simmons who was convicted of keeping a disorderly house in this building was, for many years, proprietress of a notorious parlor house in West 54th Street



680 Sixth Avenue. The illegal use of this hotel was
 proved by disorderly house convictions in
 January, 1915;
 October, 1915;
 November, 1915;
 Owner of title: William S. Ridabock
 See text page 47

occurred without their knowledge. Many members of the Committee strongly advocated the publication of the list, believing that owners should be held responsible for knowledge of the use made of their property. The Committee decided, however, not to publish the names until it had brought the violation to the attention of the owner with a strong statement of his moral responsibility and criminal liability, and given time for him to use his legal remedies to prevent a recurrence of the violation.

Resolution of Appreciation

The Committee directed that a resolution of appreciation of the services and leadership of Dr. Peters should be prepared.

At the meeting of the Directors held on November 15th, 1916, the following minute was presented for consideration and was unanimously adopted:

In 1905, Dr. Peters became a charter member of this corporation and its first chairman. His was the guiding spirit in its foundation. He has been its leader ever since, notwithstanding the short interval of his formal retirement from the office of chairman because of urgent personal reasons. He has at last obtained from its members a reluctant consent to his retirement on his promise to remain as honorary chairman and to be the advisor of the society in matters of moment. The condition of his health has made this course imperative.

During his service he has seen the plan and scope of the work of this society grow from the original object of suppressing the infamous Raines Law Hotels, now so gloriously accomplished, to the general purpose of suppressing commercialized vice. The corporation has broadened both its field and its methods and with an admirable elasticity has adapted them to the growth and the circumstances of the metropolis with its rapid changes. It has extended its

labors from Manhattan and the Bronx to the neighboring boroughs of Brooklyn and Queens. It has taken up most efficiently the difficult work of policing the retail liquor traffic in conjunction with the public authorities, the surety companies and the organized bodies of the brewers and the liquor dealers both retail and wholesale. It has grown into a powerful consultant in legislation on subjects relating to public morals. It finds itself now with the honest respect and the genuine co-operation of the government officials, the legislature, the press and the general public. It finds itself particularly feared and hated by the criminal class, the scoundrel parasites on the vicious and impure. Its good work needs no more than mention here. It is known and recognized by everybody. From its history, its experience and its record inspiration has been drawn for the encouragement of the work of promoting social hygiene, temperance and chastity in countless communities. The society, in fact, is a model for the whole country.

Without dissent the members of this society record the fact that to Dr. Peters is due all the honor of the real leadership in this accomplishment. To his courage in the first place and to his intelligence, common sense and industry, grouped together, in the second place and to his real knowledge of life in this great city in the third, are due the success under God's Providence that the Committee of Fourteen looks back upon, after eleven years of conflict, struggle and stress, in fair and foul weather, with a powerful evil that has been constant in its malice and in a field where failure and contempt have too often heretofore been the result of most earnest effort.

We place here this record of facts regarding Dr. Peters and this society, expressing the hope that he may long be spared to help in carrying on its work to even nobler and greater achievements.

Mr. Thomas M. Mulry who had been a member of the Committee of Fourteen since 1912, serving also on the Board of Directors, died on March 10th, 1916.

The Committee of Fourteen at its meeting on March 28th, 1916, unanimously adopted the following minute on the occasion of the death of Thomas M. Mulry, one of its directors.

Thomas M. Mulry for more than a generation was an efficient worker in the charities of this city. Closely associated as he was with those of the Roman Catholic Church, he was always an interested and efficient member of the other associations which unite the various charitable groups for common action. He served as a member of the State Board of Charities almost continuously since its reorganization in 1895. In the recent Constitutional Convention, he was one of the most important and valued delegates. When counsel was needed on the great questions of charitable administration or development, he was among the first to be summoned.

In the midst of the cares of an active and successful business career he always found it possible to give cheerfully and freely of his time and even of his scant leisure to the cause of charity. His growing years and infirmities did not change this devotion. He died in the very midst of his service after a short illness.

We desire to record here our appreciation of his worth and of his devoted service to the cause which the Committee of Fourteen promotes.

REPORT OF THE SECRETARIES

To the Chairman and members of The Committee of Fourteen:

Your executive secretaries beg to submit the following report of their work during the year 1915-1916.

LEGISLATION

ALBANY

The Committee was responsible at first for but one bill, though through the acceptance of amendments suggested by it, it became sponsor for two more. This limitation of program, as compared with 1913 and 1914, proved fortunate, because it was necessary for your secretaries to divert their efforts to defeat adverse legislation intended to cripple the activities of the Police Department and this Committee in their efforts to suppress disorderly resorts.

The Committee's special bill was an amendment to the Inferior Courts Act, providing that in those cases in which the defendant, being charged with keeping a disorderly house, was granted a jury trial, the trial should be upon the 'information' filed by the District Attorney instead of upon an indictment as at present. In New York City, misdemeanants—and keeping a disorderly house is a misdemeanor—are tried in the Court of Special Sessions.¹ The trial is, however, preceded by an examination before a magistrate, who holds the defendant for trial only if he finds a *prima facie* case. A misdemeanor may, however, be granted a jury trial in the discretion of a judge of the Court of General Sessions. Under the existing law, all such trials must be upon an indictment, which is a finding by the Grand Jury, that the prosecution has presented a *prima facie* case. The consideration of such a case by the Grand Jury is therefore a second consideration of the People's evidence. The calendars of the Grand

¹A Trial Bench in this Court consists of three Justices without a jury, the Judges having determination of both the law and the facts.

Juries in New York City are so crowded with felony cases and special investigations, that in New York City two such bodies are constantly in session. A defendant who seeks a jury trial does so to gain the increased probability of acquittal by a petit jury and the advantage of delay, which is especially desirable where penalties under the Liquor Tax Law result from a conviction.

The Committee's bill was accepted and introduced by Senator Wagner, the minority leader in the Senate. The bill was introduced in the Assembly by Assemblyman Knight, who, during his three terms in the Assembly, has given the Committee his most cordial assistance.

The Wagner bill passed both Senate and Assembly without opposition. Being a city measure, it came before Mayor Mitchel for his approval. Though endorsed by the judges most interested, by the District Attorney and Police Commissioner, by the City Club and Citizen's Union, and though unopposed openly, the Mayor vetoed it on the ground of probable unconstitutionality. This Committee believes the Mayor was incorrectly informed as to the legality of the amendment. The secretaries hope the Committee will ask Senator Wagner to reintroduce the same bill in the 1917 legislative session.

Legislation Supported

The Committee's secretaries secured the acceptance by Senator Mills of an amendment which would exclude fines as a penalty in the cases of persons convicted of keeping disorderly houses. This bill also passed the Legislature without opposition, only to be vetoed by Governor Whitman on the ground that it was a limitation on the power of the judges. It is difficult to understand this position of the Chief Executive. The practice of imposing fines upon the keepers of disorderly houses has been severely condemned by all those seeking to suppress commercialized vice as being totally ineffective as well as tending indirectly to license the evil. It is expected that the Mills' Bill also will be reintroduced at the next session.

The Committee was the most active supporter of a bill introduced by Senator Hamilton, amending the charter of the City of

New York to enable the Board of Aldermen to license massage operators and establishments. This bill received the necessary executive approval and became law.

Adverse Legislation

For some time past reports had been received concerning the activities of an organization known as the Greater New York Hotel Men's Association. This organization is supposed to have been started by a convicted disorderly hotel keeper of Brooklyn, for the express purpose of putting the Committee's secretaries, if not the Committee itself, out of business. This organization was composed of the proprietors of the larger hotels believed but not as yet proved to be used almost exclusively for assignation purposes. With the elimination of old groups of disorderly hotels, the assignation hotels which in the past had more or less escaped active prosecution, have become the objects of vigorous attack. Convictions have been obtained against places that were thought to be immune and the constant pressure has caused their proprietors to organize for self-protection. Failing in their primary purpose, an attempt was made to secure from the Mayor a promise that the custom of stationing uniformed officers in hotel premises, pending the disposition of disorderly house cases, should be discontinued. As might have been expected, this assurance was not secured from the Mayor. The Association then arranged to appeal from the denial of a motion for an injunction to restrain the Police Commissioner from so stationing an officer, and employed numerous attorneys for the test case which has not even as yet been determined. During the session four bills were introduced at Albany to accomplish this same purpose. Two provided that the Police Commissioner should not place officers in or about premises until there had been a conviction. There is no legal cause for keeping an officer in a place after the conviction. The nuisance, to suppress which is the purpose of so stationing him, is then considered as finally abated. The other two bills provided that in all cases where property rights, leaseholds or any state or municipal license was involved, the defendant, if charged with maintaining or keeping a disorderly or gam-

bling house, should be granted a jury trial as a matter of right. This would result practically, in your secretaries' opinion, in an 'open town', because of the difficulties of securing sufficient evidence to indict and convict before the juries, Grand and Petit. These two latter bills aimed to do precisely the opposite of what was sought to be accomplished by the Wagner Bill.

Everett Bills

These 'Underworld Bills'—Commissioner Woods' characterization—were taken to Albany by an individual whom your secretaries discovered to have a criminal record. The bills were introduced in the Assembly, not by a New York City member, but by Assemblyman Everett, of St. Lawrence County. The bills were never introduced in the Senate, no senator being willing to sponsor such legislation. The bills themselves were plausible, and by a very clever misrepresentation of the real facts in connection with several disorderly house cases obtained by the police, coupled with the fact that criticism of the New York police always finds some popular response, caused very serious consideration of them by members of the Assembly. At the hearing before the Assembly Committee on Codes there appeared in behalf of the bills the attorney for the Greater New York Hotel Men's Association, an ex-judge from St. Lawrence County (at the request of Assemblyman Everett) and the president of the Association, also a proprietor of three hotels which were involved in disorderly house cases, pending at the time of this hearing; while a case against another hotel conducted by him had been only recently tried in General Sessions, the jury disagreeing. A public exposure of the record of the lobbyist for the bills on the morning of the day set for the hearing undoubtedly prevented the bills being reported. It was regrettable to notice how seriously the up-state members of the Committee considered the statements regarding alleged persecutions by the police and the Committee of Fourteen.

It is understood that an attempt will be made next year to secure the passage of these bills. It is worthy of note that the Albany representatives of the Retail Liquor Dealers' Association

vigorously opposed these measures before the Codes Committee. Neither the attorneys for the brewers nor the representatives of the New York State Hotel Men's Association took similar action, although they made earnest representations that they were opposed to the measures.

Legislators

Your secretaries again acknowledge their deep debt of gratitude to Hon. Robert F. Wagner, minority leader in the Senate, who, during his career as senator, has shown himself to be one of the most efficient and upright legislators from the City of New York. To him is due in a large degree the success of all the Committee's legislation. His interest in the Committee's work is due to his sincere belief in the value of the purposes of the Committee. To others, in both the Senate and the Assembly who have been heartily sympathetic with the purposes of the various bills in which the Committee has been interested, cordial thanks are due.

NEW YORK

Massage Ordinance

Almost every vice committee has called attention to the disorderly resorts which it has found masquerading under the guise of massage parlors or institutes. The peculiarity of these places is that the operators are women and the customers exclusively men. The fee charged is double or treble that which must be paid in legitimate establishments. These places are especially dangerous, because of their pretence of legitimacy, and also because perverse practices are common in them.

The Committee has long sought to accomplish the suppression of these places by some means other than by legal proof that they were disorderly houses. The proper way seemed to be to have all massage operators and institutes brought under regulation by the Department of Health, but no Commissioner could be found who would so act, or who would not oppose legislation giving his department regulatory powers. But with the development during the present municipal administration of the Depart-



131 West 15th Street. An old established disorderly parlor house at last suppressed. The property was owned by Lucy A. Rogers, the "Madame"

See text page 50



*These disorderly saloons
of the lowest class, located
on the river front of
San Juan Hill, were
suppressed by criminal
action
See text page 49*

ment of Licenses, the long sought opportunity was found. As has been reported elsewhere, an amendment was made to the Charter of the City of New York at the last session of the Legislature empowering the Board of Aldermen to license massage operators and institutes, and your secretaries have been actively assisting in the preparation of an ordinance in accordance therewith. This is now before the Committee on General Welfare of the Board of Aldermen.¹

If the ordinance is vigorously enforced, and it will be the endeavor of the secretaries to have it so enforced, this form of vice will be suppressed. The ordinance will not make massage operators moral women, but it will prevent prostitutes continuing business under a guise of legitimacy. Possibly some may seek to continue business under some other disguise, but changes in prostitution, like changes in business, mean loss until re-establishment has been accomplished. This is not easy to accomplish for the prostitute, as her customer, whatever his private opinions may be, is ashamed to have his patronage publicly known.

¹This ordinance was passed by the Board and was signed by the Mayor on Nov. 28th.

THE COURTS

GRAND JURY

The Grand Jury is composed of citizens specially selected by the Judges and District Attorney, to consider confidentially the evidence of crime submitted to it by the District Attorney, and to conduct independent investigations of various criminal matters. Its routine work consists of hearing witnesses for the people, and if from this testimony the members of the Jury believe that the person accused may be properly charged with the crime, they make that binding in a form known as an indictment. Thereafter, the accused is tried in open court before a petit jury. It is not customary for a defendant or his witnesses to be permitted to appear before the Grand Jury. In other words, it is ordinarily an *ex parte* proceeding to determine if a *prima facie* case can be presented against a defendant.

Application for Jury Trial

In New York City it is not customary to try those charged with misdemeanors before a jury; the Court of Special Sessions having been established especially to try such cases. A person charged with a misdemeanor may, however, move before a judge of the Court of General Sessions for a jury trial. If, in his discretion, the Judge grants the motion, the case must be submitted to the Grand Jury. Until recently, few persons charged with keeping disorderly houses have moved for a jury trial, but with the increased penalties now being imposed in the Court of Special Sessions, the number is increasing. Should the Grand Jury fail to find an indictment, the defendant is discharged. Should an indictment be found, the case is then tried before judge and petit jury in the Court of General Sessions. As is specially commented upon elsewhere, the chances of discharge by the Grand Jury or an acquittal by a petit jury are much greater than in the case of corresponding action by the judges of Special Sessions. This is the reason why defendants are now seeking jury trials. There is also the advantage that such a transfer between the Courts re-

sults in postponing for many months the trial of the case, which is much more likely to result to the advantage of the defendant than of the People.

Reference is made elsewhere to an amendment which the Committee sought to obtain, which would relieve the Grand Jury from the consideration of these cases. In these cases the purpose of the Grand Jury has already been accomplished by an examination before the magistrate, and it is improbable that any injustice would be done if the defendant were to be tried on the 'information' filed by the District Attorney in Special Sessions.

Action

During the year, thirty-two applications for jury trials were made in the cases of defendants charged with keeping disorderly houses in New York County. Sixteen of these applications were granted. Of the cases so transferred the Grand Jury found indictments in six cases; ten defendants being discharged. The proportion of discharges in disorderly house cases was 62%, as compared with only 22% in felony cases.

Only one application was made for transfer in a disorderly house case in Kings County. It was originally granted, but on reconsideration, after argument by the District Attorney, was denied. The general denial of the applications in this county is due, in part at least, to the crowded calendar of the County Court which corresponds to the Court of General Sessions in New York. Experience has shown that the trial of these cases with a jury requires much more time than the Judges believe should be given to the consideration of misdemeanor cases.

Special Cases

Among the cases submitted to the Grand Jury in New York County during the year was one against a hotel in the Times Square District, where a similar offense had been alleged in April, 1914. Both in 1914 and 1916 the proprietor was permitted to

testify in behalf of the defendant, who was his employee. Both cases were dismissed. Through the courtesy of the judge in charge of this particular Grand Jury, your Executive Secretary was invited to appear before it, and frankly discuss the local vice situation and the efforts for its suppression. It appeared that in addition to belief in prostitution as a 'necessary evil,' the Grand Jurors objected to the methods by which the police secured evidence, feeling that the police were guilty of inducing the defendant to violate the law. Other methods of securing evidence of vice were used a few years ago, but were proven to be totally ineffective and were abandoned.

Grand Jury Conference

It would seem that the action of the Grand Jury in failing to indict defendants in disorderly house cases has been due in the main to two misapprehensions; first, that the crime charged, a misdemeanor, seems relatively unimportant to a body of laymen who have been considering felonies, and secondly, to the lack of knowledge by the members of the Grand Jury of the rapid change in the attitude of social students towards the belief that prostitution is a 'necessary evil.' There are in New York men who take their work on the Grand Jury as a serious civic duty and who, in an effort to make their work as Grand Jurors more effective, have organized an Association of Grand Jurors. Through the courtesy of one of the officers of this Association, the Committee had an opportunity to have the subject of commercialized vice presented to them. Dr. Flexner, whose study of 'Prostitution in Europe' has made him an authority on the subject, addressed the Association at a largely attended meeting, and your Chairman was given an opportunity to tell briefly of the Committee's work. It is hoped that the results of this conference may appear in fewer failures to find indictments.

But your secretaries believe that the question is one that should not come before the Grand Jury, except when that body initiates the proceeding.

THE COURT OF GENERAL SESSIONS

It has been the custom for years when a conviction for violation of the Excise Law would forfeit a certificate to move for a transfer of the case from Special Sessions to General Sessions. Those engaged in the liquor traffic have openly stated that the purpose of such a transfer was to save the license. How true this statement is appears by the records in the District Attorney's office. Out of 1,219 liquor tax cases transferred in the last ten years, only 93 indictments were returned, with only 37 convictions after trial by jury. This condition is a serious one, as is always the case when the agency of the law enforcing body is used for the express purpose of securing immunity from the punishment prescribed by law. In all cases where there was real danger of the penalties under the Excise Law being imposed, those interested in the defendant made the statement "of course we will transfer this case."

Transfers of Disorderly House Cases

The same situation has developed with cases against the larger and more successful assignation hotels. In 1911 four cases were transferred from Special Sessions to General Sessions; no cases in 1912; three cases in 1913; ten in 1914; eighteen in 1915 and ten up to October 1st in 1916; a total of forty-five cases in all. Of these cases, twenty-seven were dismissed; in eighteen cases, thirteen of which were allowed by Judge Malone, indictments were returned.

Special Cases

There is one hotel against which three disorderly house cases have been brought; three times motions to transfer have been made; three times the motion has been granted, and three times the case has been dismissed by the Grand Jury. In the case of three other hotels, two charges each have been made, and in both the motions were granted. In all these cases the evidence was ample to have secured a conviction in the Court of Special Ses-

sions, and there has never been any question as to the actual character of the hotels involved in the charge. The result has been a complete miscarriage of justice with no change in the character of these resorts. Among the forty-five cases transferred were two against hotels known to be disorderly resorts, and though the transferred cases were dismissed, the police, at a subsequent date, secured evidence upon which convictions were obtained in Special Sessions. Your secretaries believe that full justice is accorded defendants in the trial of their cases in the Court of Special Sessions. This opinion is confirmed by the fact that during the year only two defendants convicted in Special Sessions of keeping a disorderly house appealed their cases. Neither conviction was reversed, while the Court of Appeals affirmed the only case brought before it.

DISPOSITION OF DISORDERLY HOUSE CASES
IN WHICH MOTION TO TRANSFER FROM THE COURT OF SPECIAL SESSIONS
TO THE COURT OF GENERAL SESSIONS, WAS GRANTED

1911-1916

DEFENDANT DISCHARGED BY GRAND JURY

<i>Character of Premises</i>	<i>Location, Police Inspection District</i>	<i>Judge Transferring</i>
Music Hall	3rd	Malone
Music Hall	3rd	Malone
Hotel	6th	Malone
Hotel	6th	Malone
Hotel	6th	Crain
Hotel	2nd	Swann
Hotel	3rd	Rosalsky
Hotel	4th	Rosalsky
Hotel	5th	Mulqueen
Hotel	4th	Rosalsky
Saloon	3rd	Malone
Hotel	3rd	Malone
Saloon	3rd	Rosalsky
Hotel	3rd	Wadhams
Hotel	3rd	Rosalsky
Saloon	3rd	Rosalsky
Hotel	5th	Malone

Hotel	5th	Malone
Saloon	1st	Malone
Hotel	2nd	Malone
Hotel	2nd	Wadhams
Hotel	4th	Swann
Hotel	3rd	Malone
Saloon	3rd	Malone
Hotel uncertificated	3rd	Crain
Saloon	4th	Malone
Hotel	3rd	Rosalsky

DEFENDANT INDICTED: CASE PENDING IN GENERAL SESSIONS

<i>Character of Premises</i>	<i>Location, Police Inspection District</i>	<i>Judge Transferring</i>	<i>Date of Indictment</i>
Hotel	3rd	Rosalsky	Sept. 29, 1915
Hotel	1st	Malone	Feb. 21, 1916
Hotel	3rd	Wadhams	May 17, 1916
Saloon	2nd	Crain	June 1, 1916
Saloon	3rd	Rosalsky	Dec. 14, 1916

Early Cases

Prior to 1910, the Committee found that there was a very strong impression existing in the underworld that the keepers of resorts were perfectly safe from prosecution because of the difficulty of obtaining convictions before a jury, and that important cases could always be transferred. In January, 1910, a special Grand Jury, of which Mr. John D. Rockefeller, Jr., was foreman, investigated the so-called White Slave Traffic. Indictments were obtained against a number of large and important disorderly resorts and because of the vigorous prosecution by the then District Attorney, Mr. Whitman, and the very determined stand by Judge Mulqueen in the trial of these cases, the juries convicted the defendants in five out of the six cases. These convictions, with the subsequent severe sentences imposed by Judge Mulqueen, came as a shock to the underworld, so that for some time no motions to transfer such cases were made. It has always been the belief of your secretaries, that these convictions were obtained principally because of an aroused public sentiment.

Unfortunately, public sentiment is not always so aroused. Likewise, the trial of a series of cases at the same time, where conditions are flagrant, is helpful in securing convictions from a petit jury, because the members of the panel become familiar with the kind of evidence presented in such cases. The return to the earlier custom of transferring disorderly house cases has been most unsatisfactory to those seeking to suppress vice, as is shown in the following table.

Recent Cases

DEFENDANT INDICTED: CASE TERMINATED

<i>Character of Premises</i>	<i>Location, Police Inspection District</i>	<i>Judge Transferring</i>	<i>Final Disposition</i>
Hotel	6th	O'Sullivan	Indictment dismissed 7/12/11 Dist. Att'y consenting
Hotel	5th	Mulqueen	Convicted. Sentenced to 1 yr. Penitentiary
Hotel	1st	Mulqueen	Indictment dismissed 5/5/14. Dist. Att'y consenting
Hotel	4th	Mulqueen	Indictment dismissed 6/30/15 Dist. Att'y consenting
Apt. House	4th	Mulqueen	Tried and convicted of main- taining a public nuisance 5/29/16. 1 yr. in 'Pen.'
Hotel	5th	Malone	Plead guilty 12/8/15. Fined \$25.00
Hotel un- certificated	3rd	Malone	Two defts. tried; one found not guilty; in other, Jury dis- agreed 12/22/15 and Bail Discharged
Saloon	3rd	Rosalsky	Tried and acquitted 6/13/16
Hotel	3rd	Rosalsky	Tried and acquitted 9/14/14
Hotel	3rd	Malone	Tried and acquitted 1/27/16
Saloon	3rd	Malone	Sentenced to 'Pen.' to be dealt with according to law. (Parole Commission)
Parlor House	3rd	Malone	Indictment dismissed 7/19/16 Dist. Att'y consenting
Music Hall	4th	Malone	Three defendants pleaded guilty and placed on probation



*A most dangerous disreputable resort
frequented by whites and negroes*

See text page 49



62 West 107th Street. Lessee: Joseph Schenk
 Owner: Florence B. Biggs (wife)
 George P. Biggs.

Lessee convicted of maintaining a public nuisance by a jury on May 10, 1916. Sentence, one year in the Penitentiary
 See text on opposite page

Shenck Case

The most vigorously contested disorderly house and public nuisance case tried in the Court of General Sessions during the year was that of Joseph Shenck, who was arrested in September, 1914, following a series of convictions of women for prostitution in the tenement, 62 West 107th St., of which house he was lessee.¹ The Grand Jury indicted Shenck on this charge in January, 1915. He was convicted in June, 1916, after a trial of seven days; Judge Mulqueen presiding. It was shown that the defendant owned many apartment houses and leased 112 others. It was also shown that fifty women had been convicted of prostitution from premises owned by him. The defendant, however, secured from a justice of the Supreme Court a certificate of reasonable doubt, releasing him from jail pending the appeal from his conviction. He has published and distributed among his many tenants a pamphlet stating his side of the case. He claims that the jury convicted him "because the atmosphere of the Court was charged with prejudice and preconceived opinion of guilt, and the attitude of the Police and District Attorney, aided by the Trial Judge, was such that it would have made no difference what evidence was produced in my behalf."

The conviction of Shenck, however, no matter what the outcome of his appeal, is one of the most important convictions against this class of offender that has ever been obtained. The effect of the conviction, due to the publicity of the trial, has been to cause an increased realization on the part of owners of tenement property of their responsibility, and it is hoped this evil will never again become so flagrant.

THE COURT OF SPECIAL SESSIONS

In the Court of Special Sessions are regularly tried persons charged with keeping disorderly houses and violations of Section 1148 (male persons living on the proceeds of prostitution—"pimps.") The disposition of these cases has so important a

¹See illustration on opposite page.

relation to vice conditions in the city that the secretaries are in more frequent attendance at this court than at any other.

Changes of Personnel

Within the past few years there has been considerable change in the personnel of this Court, a number of those who had served as magistrates having been promoted to it. These appointees, when magistrates, dealt closely with the problems of commercialized vice. The result has been that this Court has become most stringent in dealing with this class of offenders, and in consequence results have been extremely satisfactory. During the year the term of Judge Russell as Chief Justice of the Court, expired, and Mayor Mitchel appointed Judge Kernochan his successor. The secretaries have been indebted to Judge Russell for many courtesies, he being much interested in their work. Their relations with Judge Kernochan have also been most cordial and his appointment is proving an admirable one. Edwin L. Garvin, Esq., was appointed to fill the vacancy caused by the death of Judge Folker, and while this is Judge Garvin's first experience on the bench, he is taking a very active interest in the broad problems of criminology. The secretaries were also glad to welcome back to this Court Judge Collins, who had been assigned for a year to the Children's Court. The opposition to this Court, indicated by an attempt made during the year to abolish it, may be properly attributed to its effective assistance in the efforts to suppress commercialized vice. Without this special court to try misdemeanor cases, all defendants would have jury trials as a matter of course. Further, the increase of the applications to transfer disorderly house cases to the Court of General Sessions is partly due to the increased severity with which the justices of the Court of Special Sessions have dealt with this class of offender. With but a single exception no defendant charged with keeping a disorderly house was acquitted by this Court in the last year, in whose acquittal the secretaries did not concur. The acquittals seemed to have been entirely justified by the inconclusiveness of the evidence presented.

Dispositions in 1916

This Court disposed of 129 disorderly house cases occurring in New York County during the year, as compared with 257 cases in the preceding year. The decrease is due, not to a less vigorous enforcement of the law, but to the fact that many offenders, particularly women, who were formerly charged with this violation, are now charged with violations of Sub-division 4, of Section 887 (Vagrancy), of which charge the magistrates have summary jurisdiction. Despite this decrease of smaller cases, the percentage of convictions increased from 70 to 71 per cent. The large decrease in the number and amounts of fines imposed is most gratifying, as fines are always unsatisfactory sentences in cases of commercialized vice. In the twelve months ending September, 1915, fines totalling \$3,400 were imposed in twenty-five cases; in the similar period ending September 30, 1916, the fines totalled \$1,350 in eight cases. In the ninety-one cases which resulted in convictions, satisfactory jail sentences were imposed; flagrant offenders or offenders other than employees being sentenced to from six months to a year.

Sentences of three months or less were imposed upon forty-seven defendants, while in twenty-one cases sentence was suspended or the defendant placed on probation. There were nineteen convictions in this Court which involved losses of liquor tax certificates, with penalization of the premises. Convictions were also obtained in cases involving five hotels, which, while not certificated to traffic in liquor, carried on an assignation business solely.

Special Cases

An assignation hotel, not certificated to sell liquor, located on Sixth Avenue, was twice convicted during the year on the evidence obtained on days only four months apart. A conviction for the same offense was also secured in the preceding year at this same hotel. After the third conviction the disorderly traffic ceased.¹

¹See illustration opposite page 29.

Among the convictions was that of the saloon at 640 Eighth Avenue, which was the last of a long series of efforts to secure improved conditions in this place. The Committee has been working with the brewers for many years to secure the maintenance of proper conditions at this place, the different proprietors having all proved unsatisfactory. The police action came only after full warning had been given the proprietor.¹ Another conviction of special interest was of the clerk of the City Hotel, formerly known as The Denver, in West 40th Street. The case was the second against the defendant. In the first he was originally convicted, but a new trial was granted which resulted in his acquittal, it being shown that the police officers had testified falsely. This hotel was a resort of long standing and was formerly operated in connection with the German Village, a soliciting resort conducted by the same proprietor. It seemed as though this latter individual, whose activities in other disorderly places had resulted in numerous police cases, continued to run the Denver in pure defiance of the authorities. For many months a policeman was stationed in front of the premises and practically no business was carried on. The conviction has resulted in permanently closing the last of the resorts of this character in this neighborhood.

The conviction of an employee of Hall's Hotel in Park Row was likewise a source of great satisfaction. By this conviction the right to traffic in liquor in this hotel has been permanently lost, because of the proximity of a church. This conviction was obtained only after numerous efforts had been made to suppress this resort, a previous case against it having been one of those transferred to General Sessions and dismissed by the Grand Jury.²

Another conviction of interest was that of a brother of the notorious Rosie Hertz, who, after being connected with several large and prosperous resorts on the East Side, had become a waiter in the rear room of a small saloon in Harlem, from which he was convicted. The closing of the most notorious 'black and

¹See illustration opposite page 21.

²See illustration on opposite page.



*100 Park Row, convicted as a disorderly
resort on May 22, 1916
See text on opposite page*



The Grand Central. An assignation hotel conducted by the owner. Convicted as a disorderly resort, September 25, 1916. The sign: "Hotel for Men Only" has been displayed only since the conviction

See text on opposite page



The Monument-Montrose. A long established assignation hotel. Entrance could be obtained through the private house to the right. Convicted as a disorderly resort, September 15, 1916. Owner: Alice Phelan Sullivan Corporation

See text on opposite page

tan' (negroes and whites) resort in the Times Square district was also satisfactory.¹ The place had long had the attention of the Committee's secretaries, but in spite of changes of proprietors proper conditions were not maintained. This conviction forfeited two liquor licenses, the regular saloon and hotel license, and a special club license. This place also permanently lost the privilege of traffic because of the proximity of a church.

The conviction of a clerk of an upper Eighth Avenue hotel means the closing of a most notorious assignation resort, which had successfully resisted all efforts for its suppression.² The clerk of a hotel of the same class in the neighborhood of the Grand Central Terminal has also been convicted, but here the owner is the proprietor, making it uncertain whether the conviction will cause a permanent change in the character of the business. In obtaining the conviction, the assistance of the clergy of St. Agnes' Roman Catholic Church and of the officials of St. Bartholomew's Church House was of value and their influence is counted upon permanently to suppress this nuisance.³

Three small saloons on the West Side waterfront, all within a space of one city block were proven by convictions to be disorderly resorts. These were particularly dangerous resorts and catered largely to colored people. The evidence obtained in these cases was unprintable.³

Dangerous Employees

The conviction of a disorderly saloon on Broadway, in the Sixties, was a source of gratification to the authorities, because, in addition to having for a long time catered to women, it was a rendezvous of dangerous criminals. This saloon was closed only after the conviction had been sustained by the Appellate Division to which appeal was taken. After it had been closed, the employees, who had acted as waiters in the back room, obtained employment in a dance hall in the Bronx, and gave the Committee a great deal of trouble before their employer was

¹See illustration opposite page 44.

²See illustration on opposite page.

³See illustration opposite page 37.

persuaded to discharge them. Experiences of this kind, which are very frequent, make it almost needful that the Committee have a list of objectionable employees as well as of disorderly saloons. Such employees are usually singing waiters and are in many cases nothing better than 'pimps.' They have a large acquaintance with disorderly persons, who follow them to their different places of employment.

Among other places proved by convictions to have been disorderly were two resorts on the Bowery, one of which had caused anxiety to the Committee's secretaries for a long time, and had been the object of considerable police activity. After the conviction, the patrons of this place moved across the street and made an old-fashioned and full-fledged Bowery dive out of a saloon which had hitherto never caused any trouble. It was, however, almost immediately suppressed by the police. As an example of the change in conditions, two such saloons as these would have passed unnoticed in the old days. There remains to-day not a single disorderly resort in the entire length of the Bowery.¹

The closing of a small saloon in West 125th Street by the plea of guilty of a waiter has wiped out a resort that for years has flagrantly violated the law. Both the proprietor and the waiter in the back room, against whom the charge was made, had formerly worked in a notorious disorderly hotel, a few blocks south, on Eighth Avenue, a hotel which was closed some years ago.

The Last of the 'Parlor Houses'

While many of the other convictions in this court were of proprietors of small rooming houses, there were two convictions of well-known madames. One, who conducted a house in West 15th Street, had conducted houses in this section for years.² So much had her business fallen off that she had only one inmate at the time of the arrest and this inmate did not live on the premises, but only came there occasionally. The other conviction was that of a former madame of a disorderly house in the

¹See illustration opposite page 64.

²See illustration opposite page 36.

upper Tenderloin, who defied police action for years. Her houses were high-priced, elaborately furnished resorts, but after being driven out of this district, she operated a small and cheap resort in the lower West Thirties.

Resorts of long-standing ill repute were suppressed in several cases, even though the defendants were acquitted. This was particularly true of the cases against two table d'hote restaurants. This result was due to the Court's making it very plain in discharging the defendants that the acquittal was only because of the insufficiency of the evidence, and not because of any doubt in the minds of the judges as to the real character of the premises. The proprietors appreciated their narrow escape and have not dared to incur further dangers.

The convictions obtained in this court are encouraging, as thereby the number of disorderly resorts has been materially decreased. As stated before, the occasional attempts to open new hotels and resorts have proved ineffective, while the old and long established places are being slowly and surely put out of business. Certain hotels still successfully resist all efforts for their suppression; two in particular, one on each side of the central part of the city. For years these hotels, which are not licensed to sell liquor, have been disorderly through all changes of police commissioners and district inspectors, despite more or less frequent cases, several of which have resulted in convictions in Special Sessions. It is hoped that during the ensuing year the Injunction and Abatement Law, secured by the Committee two years ago, may be effectively used to suppress these places.

MAGISTRATES' COURTS

The problem of commercialized vice comes into the Magistrates' Court in two ways, first, through the examination before the magistrate of persons charged with keeping disorderly houses, and, secondly, through the trial of offenders charged with crimes of lesser degree but equally related to prostitution. Your Secretaries endeavor to assist the police officers in the presentation of their evidence at the examinations in the disorderly

house cases and have had from the magistrates every possible courtesy in their endeavor to have all material evidence submitted. The proportion of these cases in which the defendant was discharged by the magistrate has been relatively very small and with rare exceptions the Secretaries have concurred in the decision of the Court.

The Secretaries have been especially interested in the disposition of those cases in the Magistrates' Courts involving prostitution in which the magistrate has final jurisdiction. With the exception of the relatively few cases of men charged with annoying women on the street, popularly known as 'mashers,' and the cases of men charged with offering to procure a woman for the purpose of prostitution or knowingly living in a disorderly house in a tenement, these cases are all of women and are tried in the Women's Court.

Your Secretaries have had the hearty co-operation of Chief City Magistrate McAdoo and of all the members of the Board of Magistrates. They have been in particularly close touch with those magistrates, who, during the past year, have been especially designated to sit in the Women's Court, Messrs. Barlow, Cobb, Frothingham and Marsh.

Women's Court

The establishment in 1907 of an evening session of a Magistrates' Court—the first Night Court—was due in part to the Bail Bond evil in connection with prostitution cases. The establishment of two evening sessions in 1910—one for women and one for men—was another step forward. Four magistrates are designated to sit in the Women's Court, becoming by this service especially experienced in the complexity of the problems presented.

Because of public interest in these problems, often unfortunately of a morbid kind, the sessions of this Court attract many visitors. It is to be regretted that there is no opportunity to explain to those who attend for a serious purpose the methods of procedure, and especially the theory and purpose of the laws under which the Court must act. The improvements which have

been secured, and the improvements which are sought, are known only to those familiar with the Court from long attendance or acquaintance with the magistrates and other court officers.

New York's Leadership

As New York established the first Night Court, and then a Women's Night Court, so also it was the first to use the finger print identification system in cases of minor offenses. This system affords a speedy means of identification and has proved an invaluable assistance to the magistrate in determining the disposition of cases. Its accuracy has never been questioned.

Likewise, New York was the first to abolish the fine method of disposing of prostitution cases—the semi-license system which had been so long in use. New York was also the first to establish a Parole Commission by means of which the cases of those repeatedly convicted might be carefully considered and the hopeless cases detained for a longer period.

The probation officer of the Court, Miss Alice C. Smith, has been continuously assigned there since 1908 and from her long experience can detect the false story. Very few defendants, even after conviction, will admit their guilt, failing to comprehend that continued falsehood cannot by any possible chance be of any use. Miss Smith is especially adept in detecting the pimp, who as an assumed husband, or relation, seeks to secure the release of the girl who has been supporting him.

Every woman convicted for the first time has her case thoroughly investigated before sentence is imposed. If conditions warrant it, she is placed upon probation. If this does not seem likely to be successful she is committed to the Magdalen Home, the House of the Good Shepherd, or the House of Mercy, or in special cases to the New York State Reformatory for Women. If the defendant is not likely to benefit by such special disposition, then and then only is she committed to the Workhouse. In this connection it should be remembered that a first conviction does not mean a first offense. Frequently investigation shows the woman to be an old offender, one who has heretofore escaped detection and conviction.

Improvements Needed

Even the Workhouse, to which the hardened offenders are committed, has been improved. Structurally little can be done with this sixty-year old building, but as far as possible it has been modernized and modern methods of handling the prisoners adopted. It is hoped that plans for a new workhouse or similar institution, which is now proposed, may soon materialize and so make possible more effective treatment of the offenders.

For many years those interested in the Court have sought to secure new and better quarters for it, especially better detention quarters. The city has appropriated funds for such a building, but the amount is inadequate for a building which would permit of proper arrangements—the total separation of hardened offenders from those who should not be further contaminated by contact or association with them. The city is meanwhile indebted to the Florence Crittenden League for temporary care of the more worthy cases of the younger women. Pending the disposition of their cases these women are detained in the home maintained by the League, very largely for this express purpose.

Other associations have workers regularly at the Court, so that every effort is made to do all that is possible to help each woman to take up again a normal law-abiding life.

The Secretaries are frequently in attendance at the Court, seeking to help the police in the prosecution of the cases. The magistrates have admitted them to a full knowledge of all that is being considered and done, and not infrequently advise with them. To the Court staff the Secretaries are indebted for much assistance. On the basis of an intimate knowledge extending now over many years, the Secretaries believe this Court to be most effective in suppressing commercialized vice and in saving many women. There is no way of knowing what proportion of the fifty per cent. whose record is of only one conviction are really saved, but undoubtedly it is a large one.

Visitors frequently leave the Court questioning the effectiveness of a system which, as they say, punishes the woman only and not the man. They overlook the effort to save the woman. They do not know the difficulty of convicting the man who ex-

ploits her—the so-called pimp. His conviction is impossible without the assistance of his victim, and though every effort is made to have her testify against him, it has rarely been successful.

Dispositions in 1916

The arraignments of women charged with prostitution in the Women's Court during the year from October, 1915, to September, 1916, was 2,547, divided as follows:

¹ Soliciting	667
² Loitering	329
³ Vagrancy (Subd. 4, Sec. 887 C. C. P.)	357
Prostitution in Tenement	1,189

It is impossible to make a comparison with preceding years, because this is the first full year in which the amendment which enlarged Sub-division 4 of Section 887 has been in operation. The total, however, shows a considerable decrease. This has been due, in part, to the accumulated effect of the activity of the police, but much more, probably, to a new law establishing a Parole Commission.

Parole Commission

To the custody of this Commission are committed for a period not to exceed two years persons convicted of certain offenses twice in one year, or three times within any length of time. This increases the maximum sentence in these cases from six months and greatly increases the probability of long sentences for repeated offenders.

The constitutionality of this law is being contested on technical grounds. Proof of prior convictions is made by the use

¹A soliciting case is one in which the testimony is of a direct solicitation of the officer by the defendant.

²A loitering case is based upon circumstantial evidence: the defendant has been observed loitering and speaking to men in those sections of the city which have the reputation of being frequented by prostitutes.

³Under the section, solicitation or loitering for the purpose of prostitution, *in any place*, is an offense. In the first two the act must have been in a public place.

of finger print identification records. It is not the accuracy of these records which is disputed, but the use of them as a means of proving convictions. It is held that the defendant is made to testify against herself, an unconstitutional proceeding. It is hoped that when the case is finally determined, the law will be declared constitutional.

During the first six months that the law was in effect—January to July, 1916—one hundred and thirty-four women were committed for prostitution to the Parole Commission.

The offenses were sub-divided as follows:

Soliciting	38
Loitering	24
Vagrancy (Subd. 4)	22
Prostitution in Tenement	50 ¹

The average number of convictions of these women was six, only twenty-one had three or less, while nineteen had ten or more convictions. The record of sixteen convictions of the woman who originally gave the name of Anna Wilson shows the inadequacy of her former treatment either to change her character or to deter her from continuing the life. Her offense has been street soliciting. Never once has she been convicted of prostitution in a tenement:

ANNA WILSON

<i>Date of Conviction</i>	<i>Offense</i>	<i>Sentence</i>
January 11, 1911	Soliciting	\$10.00
July 12, 1911	Loitering	5 days
August 8, 1911	Loitering	Workhouse
September 17, 1911	Soliciting	10 days
December 20, 1911	Soliciting	20 days
March 11, 1912	Loitering	10 days
April 5, 1912	Soliciting	Workhouse
June 16, 1912	Soliciting	Workhouse
March 1, 1913	Soliciting	30 days

¹The small proportion committed for this offense is a striking illustration of the effectiveness of the longer sentences ordinarily imposed in these cases. The long records of repeated convictions are of cases where the charge was of soliciting or loitering in which the sentence has been rarely over thirty days.

June 25, 1913	Loitering	90 days
October 8, 1913	Loitering	90 days
April 15, 1914	Loitering	90 days
August 1, 1914	Loitering	65 days
October 10, 1914	Soliciting	90 days
November 3, 1915	Loitering	120 days
May 12, 1916	Loitering	Not to exceed two yrs. (Parole Commission)

Disposition by Commission

The newly organized Parole Commission, of which Dr. Katharine B. Davis is chairman, is attempting to deal with old problems in a new way. It is hoped that it will find the solution and be able to put it in practice. The Commission permitted the Committee access to its records, from which it appears that in forty-seven of the one hundred and thirty-four cases the women were paroled for the remainder of the two years, after serving over six and a half months on the average. Of the twenty-eight committed in January, twelve were still being detained on November 1st. Six of the ten committed in February and nine of the twenty committed in March were still in custody on November 1st. This would indicate that the Commission was using all possible discretion in the consideration and treatment of these cases.

Street Results

Has the effect of police activity and the more severe sentences rid the streets of the prostitutes? A casual observer will not fail to notice women, who, even to-day, in his opinion, are patrolling the streets, and may be led to conclude that these efforts have been without effect. On being questioned, however, he will admit that these women do not speak to men first, but always wait to be spoken to by the man. It is a difficulty of law enforcement that a known prostitute may walk the street unmolested if she avoids speaking to men before they speak to her, even though she, by her actions, induce them to speak to her. Until public opinion is prepared to sustain the enforcement of Sub-division 4 (see above), which law is broad enough to convict such a woman, even though the man

speaks first to her, the streets cannot be kept entirely free. The Section is also broad enough to reach the men who loiter on the street for immoral purposes as well as the women.

Cases from Tenements

Special attention is given by the Secretaries to the cases of women charged with committing prostitution in tenements. This is a serious offense and one worthy of such attention. The total number of these cases in the Women's Court in Manhattan during the Committee year was 1,189, a decrease of almost a third from the preceding year. This decrease was very largely in the number of cases toward the end of the year and is believed to indicate improved conditions in the tenements.

There has been an increase, as compared with 1913-14, of cases from tenements on the East Side and in Harlem, while decreases were noticed in the central part of the city, which includes the old Tenderloin. This latter decrease, as well as the increase in the Harlem district, is probably explained by the movement of the negroes from one section to the other. The block on 37th Street west of Eighth Avenue, in which there were formerly a great many negro prostitutes is now practically cleaned up, there not having been a case from that block during the past year. While the number of cases secured in the Bronx is small, only thirty during the year, it shows that vice is beginning to locate there—a movement which it is hoped the police will not permit to continue.

First Convictions

The proportion of women convicted of prostitution in this Court for the first time is about fifty per cent. When the Court was first established, it was believed that this proportion would tend to decrease, as it seemed probable that the proportion of those previously convicted would continue to increase with the increased period of time during which the records had been kept. This has not, however, been the fact, and the question has been asked, "Where do the women come from who are convicted for the first time, and where do the many women go who have

been convicted but once or twice during the last five years?" It would seem from these figures that there is a considerable movement of women in and out of the life of prostitution. The large proportion of first offenders indicates that, as a result of their experience in this Court, the women have either left the life of immorality, or are conducting themselves much more circumspectly. On the other hand, the problem of the first offender, a problem which the Court cannot solve, is one which is worthy of the most serious consideration.

Inquiry is frequently made as to the proportion of foreign-born among the prostitutes arraigned in the Women's Court. This is difficult to ascertain. While the defendants are asked the country of their birth, there is no way of knowing whether the question is correctly answered. Of those arraigned for prostitution in tenements, 28 per cent. admitted being foreign born, and 19 per cent. were negroes. From the report of the Sisterhood of the Spanish and Portuguese Synagogue, which Sisterhood maintains a special worker in the Women's Court, it appears that 18 per cent. of the women convicted of prostitution were of the Hebrew race.

Convictions Reversed

One of the most important cases in this Court during the year was that of the proprietress of a massage institute and her operators. This case was the result of the defendant's having sent a circular invitation to a city official, unknown to her either personally or officially, to visit her establishment. With this invitation, the police officer to whom it was referred visited the defendant and secured the evidence upon which she and her assistants were convicted by the magistrate. The testimony of the defendants themselves showed that they were doing at least a most questionable business. The defendants in the case took an appeal and their conviction was set aside and a new trial ordered before a jury. In view of the closeness of the case as it appeared on record, the District Attorney believed it to be impossible to secure a conviction of these women before a jury and moved for their release.

The reversal of another conviction in an important case in this Court, secured about the same time, must be reported. These reversals, while probably correct on the technicality of the record on appeal, indicate the obstacles which prevent the suppression of vice. Possibly the day will come when the people will have as much right to introduce any evidence material to the charge as the defendants have to-day.

DISTRICT ATTORNEY

Hon. Edward A. Swann, formerly a Judge of General Sessions, became District Attorney on January 1st, 1916. Judge Swann's appointments brought the Committee in contact with many men who knew of its work, and who have co-operated with it in its efforts to secure legislation. From the very outset of his administration, Judge Swann, his senior assistant, Mr. Dooling, and his other assistants, have made the attitude of the new administration of the District Attorney's office on vice matters very plain. Judge Swann has insisted on a vigorous enforcement of all the laws in the Criminal Code against prostitution and the other crimes connected with the evil. Indeed, some elements of the community, against which the Committee's efforts have been particularly directed, have viewed the activities of the District Attorney's office with amazement and chagrin, having expected a very different attitude. It has been the experience of the secretaries that the co-operation of the District Attorney's office has increased from year to year. As the staff becomes more familiar with the activities of those engaged in commercialized vice, the prosecution of these offenders becomes more vigorous. This has been perhaps only a reflection of the general attitude of the public. Whatever may be the reason, the work of suppressing disorderly resorts and prosecution of the male offenders, has reached a point where it is doubtful if in any other city in the country there has been so little opportunity for protection of such individuals as exists in this city. From the very outset of Judge Swann's administration this attitude has been maintained, and

there has been no loss of vigor or skill in the prosecution of disorderly house cases as a result of the change of administration.

Assistants

Mr. William D. Embree, in charge of the Grand Jury, and Mr. James E. Smith, a particularly vigorous prosecutor of the kind of cases in which the Committee is interested, were both retained. Mr. Embree has always been of great assistance. He recognizes the purpose of the defendants in seeking jury trials, and it was largely at his suggestion that the Committee held conferences with the Grand Jury. To Mr. Smith the community owes a great deal for his fearless activities in compelling the courts to pay attention to the very serious evils that have existed throughout the city, and to him is particularly due the credit of the conviction of Schenck.

Judge Swann was particularly fortunate in appointing Mr. Albert B. Unger to represent him in the Court of Special Sessions. Mr. Unger is as genuinely interested in the suppression of commercialized vice as though a member of the Committee of Fourteen. To his careful work in the preparation and presentation of cases is due the important convictions that have been obtained, particularly those involving two well-known assignation hotels, the proprietors of which, prior to this year, have always successfully escaped conviction.

'Compulsory Prostitution' Cases

The Committee has watched with particular interest the special investigation of vice conditions made by the Grand Jury under the lead of the District Attorney. Having many times considered how the Committee might best undertake a successful campaign against the pimps and procurers, your secretaries appreciate the difficulty of procuring the evidence necessary to convict such individuals. Not the least difficulty is the lack of credibility of the witnesses. Both witnesses for the people and the defendant are from the so-called underworld, and the juries,

though anxious to punish the exploiters of women, hesitate to convict when the motives of jealousy and revenge are plainly moving the witness. A woman who has failed to use ordinary means to free herself from the toils of her persecutor finds her testimony looked upon with suspicion when she later turns against him. Why such women allow themselves to be exploited is one of the interesting psychological and sociological problems much discussed by the students of sexual problems.

Mr. Smith has had the actual charge of these special investigations and has already succeeded in securing the indictment of men who for years have made it a business to procure women for disorderly houses. It is gratifying that he has been able to reach this particular class which is the meanest and most contemptible. The Committee, through its experience, knows only too well the dangers surrounding poor immigrant girls, or perhaps more particularly the daughters of poor families which have been in this country but a short time. It is among this class particularly that these men have worked, and the efforts to reach such offenders have always seemed so hopeless that the present investigation, with prospects of important convictions, is a matter of great congratulation to the community. In connection with the investigation, it was found that police officers assigned to plain-clothes duty had succumbed to temptation, and were, instead of performing their duty, actually encouraging these procurers in their nefarious business. This condition came as a shock to the community, as it was generally believed that the Police Department had been pretty thoroughly purged of such individuals. The indictment of six police officers will have a salutary effect upon other men engaged in this work.

The Bail Bond Bureau of the District Attorney's office has been vigorous in its work. Of the fifteen bonds forfeited by women charged with prostitution in tenements in 1914-1915 fourteen, totalling \$8,500, were collected. The customary bail required of a defendant in disorderly house cases has been raised from \$1,000 to \$1,500, and your secretaries are watching the forfeiture in other vice cases, so that they may, if need be, induce the magistrates to require higher bail in all cases.

POLICE DEPARTMENT

Commissioner Woods has now been in charge of the Department two years and a half. With a single exception, there has been no public talk of his removal, the best evidence possible that his administration has given general satisfaction. The attempt to restrain the Department's action by amendments to the law is further evidence of the effective work which it has done against the exploiters of vice.

No small part of the success of the present administration has been due to the competency of the Inspectors and the vice squad commanders. During the year there have been several changes of District Inspectors, the most gratifying being the transfer of Inspector Daly from Brooklyn to Manhattan. He was sent to Brooklyn originally because of vice conditions in the Borough Hall section. Inspector Daly thoroughly cleaned up that section, including the suppression of three hotels, the proprietor of which was twice convicted.

The Inspector is now in charge of that District which is called the Upper Tenderloin—the West Side from 42nd Street to 110th Street. Inspector Dwyer—a thoroughly efficient and competent inspector—was put in charge of the Second District, where there was particular need for his vigorous methods. Another change was the promotion of Captain Bolan, a young and capable police official, who, as Captain of one of the upper East Side precincts, had effectively assisted the District Inspector in suppressing a disorderly hotel of long standing and several troublesome saloons. Inspector Bolan was put in charge of the Third District—the Lower Tenderloin—and is working with commendable vigor.

The other inspectors, in Manhattan particularly, continued their previous assignments. While, in the opinion of the Committee, there is a great deal yet to be done, the general police situation is fully as satisfactory as a year ago.

Excise Policy

The policy of the administration with regard to the Excise situation is a matter of great concern and the Committee would

like to see a stricter enforcement of the legal closing hours. In several sections of the city disorderly conditions exist only because the saloons are permitted to be open after hours. Whenever restaurants and saloons are allowed to remain open practically all night, as they are in some sections of the city, there is an increase in disorderly conditions. The desire of the Committee is to have women eliminated as much as possible from the saloons after legal closing hours, and it believes that if the Police Department would more strictly enforce the closing of saloons at the legal closing hours, and more strictly enforce the two o'clock agreement under which many of the all-night licenses were issued, there would be a very considerable improvement of conditions.

It has long been a custom to place uniformed police officers in disorderly houses, following a raid. This action causes a financial loss to the proprietors of such places, regardless of the final disposition of the case, and is naturally most vigorously opposed. Numerous attempts have been made by the vice interests to secure injunctions restraining the Commissioner from such action. For several years past the Police Department has been represented in the opposition to such motions by Mr. George P. Nicholson, an Assistant Corporation Counsel. The failure of the proprietors of these places to secure the relief desired in the courts has been largely due to the success of Mr. Nicholson's efforts. Ordinarily, the Corporation Counsel's office has small part in the enforcement of criminal law, but the almost complete suppression of numerous resorts can be attributed to Mr. Nicholson's work in supplementing the action of the police.

'Jump' Raids

During the year several inspectors, who had been baffled in their attempts to suppress places previously immune to police interference because business was limited to customers who were so introduced as to make it most unlikely that they were police officers, have permitted their plain-clothes men to make 'jump raids.' A 'jump raid' is one without a warrant; it being expected that at the time of the raid sufficient evidence for a conviction will be secured. Ordinarily, this is a



Bowery resorts at which there was a recurrence of disorderly conditions. Closed by criminal convictions.

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In the basement of this tenement house was formerly located a disorderly resort frequented by negroes. It was finally suppressed through Committee activity

dangerous procedure, as unrestricted use of this custom would probably lead to police oppression. The Inspectors have used good judgment, however, in the raids made in such manner, and the conditions found to exist in the resorts so raided have fully justified the actions taken.

Some forty massage resorts have been closed in the Fourth District, from evidence secured in one way or another. More would have suffered the same fate, but for the rules limiting the evidence that may be admitted against the defendant.

TENEMENT HOUSE DEPARTMENT

The Tenement House Department is involved in the problem of vice repression because of the special provision in the Tenement House Law, which declares that those convicted of prostitution in a tenement shall be deemed to be vagrants, and the imposition of special penalties upon the owners of tenements who permit their property to be used by prostitutes. For the enforcement of these sections the Department is dependent upon the police and the Corporation Counsel. The work of the police is reported elsewhere. During the year Assistant Corporation Counsel John P. O'Brien, who for many years had charge of the penalty actions under the Tenement House Law, was succeeded by Mr. William J. Millard. Early in the year the secretaries conferred with Commissioner Murphy and Mr. Millard, urging that the Sobel case¹ be re-tried. Mr. Millard made a careful study of the Sobel case and found that material witnesses for the City were no longer available, so did not move for a re-trial of the case. There have been no arrests for prostitution from this house during the year.

¹This was an action for the penalty of \$1,000 against Leon Sobel as owner of the apartment, 200 Manhattan Avenue, for permitting these premises to be used for the purpose of prostitution. The disagreement of the jury in this case was characterized by Judge Cohalan, who tried the case, as a miscarriage of justice.

Penalty Actions

The actions against the Equitable Realty Co. and the estate of Eliza T. O'Neill have not been pushed during the year. During the year two women were convicted from 319 West 17th Street, and convictions followed arrests on three occasions from 221 West 29th Street. Actions have not been brought to trial against the owners of 226 West 28th Street, 235 West 61st Street and 267 West 40th Street, who were especially negligent. The city, however, successfully sued Dominick DeFedo for \$1,000, as owner of the tenement, 84 Van Sinderen Avenue, Brooklyn, and judgment was entered by default. This was an exceptional case, for DeFedo himself had been convicted of keeping a disorderly house at that address and was at the time serving a sentence of one year in the penitentiary. Mr. Millard suggested that the purpose of these penalty actions—the suppression of immorality in the tenements—might be accomplished by means of actions under other sections of the law. Though the penalty would be smaller, the cases could be more speedily tried in the Municipal Term. The first and only case under these sections was against the McKinley Realty Co., owners of the tenement, 504-6 Lenox Avenue. Judge Appleton found that the defendant had permitted an illegal use of the building and fined it \$100.

Notice to Owners

Through the courtesy of Commissioner Murphy the Committee has been furnished with the names and addresses of the owners of those tenements from which prostitutes have been convicted. The Committee has sent a letter to all such owners, calling attention not only to the fact of the conviction of the women, but to the law on the responsibility of the owner and the decisions construing it. Replies have been received from many such owners, assuring the Committee that they are as much opposed to prostitution as the Committee itself and promising to use every endeavor to prevent a repetition of the violation.

All these efforts have undoubtedly reduced prostitution in the tenements. The number of prostitutes arrested by the police from tenement houses was 1,189 in 1915-1916, as compared with

1,881 in 1914-1915. Not only has the number of cases been reduced, but what remains of the evil is being aggressively pursued. The 1914-1915 cases came from 1,003 addresses, at 152 of which there had been similar cases within six months.¹ The 1915-1916 cases came from 726 different locations, at but 49 of which were there prior convictions within the time limit. This indicates greater care by the landlords as to the character of their prospective tenants and greater watchfulness of the actions of the occupants of their houses. Especially is this encouraging because it is a growing tendency, 31 of the 49 cases in 1915-1916 occurring in the first quarter of the year, and only four in the last quarter.

No investigation has been possible as to how many of the 726 tenements were occupied by families with children. If the proportion was as large as in 1909 when the Committee made its special study of such conditions, this represents a most serious condition, and one which calls for an ever-vigilant police and a more aggressive prosecution of the guilty or negligent landlords by the Corporation Counsel.

EXCISE DEPARTMENT

On October 1, 1915, George E. Green, of Birmingham, became Excise Commissioner. Gradually there has been a complete change of assistant commissioners and special deputies and in the legal staff, with the necessary loss of efficiency incident to inexperience. Most of these appointments were for political reasons. It is the old story, the law breaker has not only the advantage of the burden of proof being upon the prosecution, but can and does employ more experienced legal assistance than the People.

The Commissioner was unsuccessful in securing amendments to the Liquor Tax Law which he proposed; a disappointing fail-

¹The Tenement House Law provides that the illegal use shall be presumed to have been with the permission of the owner, if there are two or more convictions of prostitutes within six months from the same house.

ure, for as a former State Senator it was a field of work in which he was personally experienced.

Improved Interpretation of Law

In a number of instances the Commissioner has so construed the law as to make it more effective, but his efforts have been frustrated by adverse decisions in the courts. The more important of these cases was a stricter construction of the provisions penalizing those convicted of keeping disorderly houses. The Commissioner and the Committee agree that the privilege to traffic in liquor should be limited to those places which have a good reputation. The Commissioner expects to secure legislation to this effect at the next session of the Legislature.

The Commissioner refused to issue a license to a certain club, alleging that the organization was not *bona fide*. This case is still in the courts. It was anticipated that he would proceed against other pseudo clubs which have licenses and so may open all night undisturbed by police interference. It is by the subterfuge of being a club that the cabaret resorts in the city remain open, regardless of the legal closing hour.

The Department has prevailed in a number of special cases in which appeals were taken. An action to revoke a license was successful because the certificate holder had failed to comply with the provisions of the Liquor Tax Law, which requires each applicant who also conducts a hotel to have it inspected by the Building Department Superintendent, who then certifies its compliance to the Excise Department. This requirement was the first legislation obtained by the Committee. In the case referred to, the hotel had been inspected in 1907 and was found to comply with the structural requirements of the Law. In 1911 material alterations were made but no new certificate of compliance was obtained. This was held by Judge Crane to be sufficient ground to invalidate the Liquor Tax Certificate.

Co-operation

The Committee is constantly seeking to effect a complete co-operation between the different officials charged with law en-

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forcement. The case of the Arcade Cafe is a good illustration of the failure of the public authorities to co-operate with each other and of the opportunities for a law enforcement committee to be of effective service. In September, 1915, the police secured evidence that the saloon on the Northwest corner of Broadway and 65th Street was conducted as a disorderly house. The defendant was tried and convicted in January, 1916. An appeal was taken from this decision, with the usual stay of penalties. Because of the delay by the defendant's attorney in presenting his case, the affirmance of the conviction was not announced until June 30th. Meanwhile the Police Department was impatient over the delay in the closing of the place—one of the penalties which had been stayed. It was the Committee's secretaries who understanding the situation urged the District Attorney to hasten the argument of the appeal and who secured speedy action by the Excise Department in the injunction proceedings, which were necessary to cause traffic to cease after the conviction had been affirmed, thus assisting in making the work of the three departments really effective.

In several instances in Brooklyn the Committee found that the Excise Department had not been notified of disorderly house cases in certificated places by the police, or of the disposition of such cases by the Court Clerk, so that a failure to impose penalties resulted. While absolute accuracy cannot be expected, it is unfortunate that some way has not been found to prevent such failures, which have happened also in other years.

The number of hotels certificated to traffic in liquor in the City of New York was further reduced during the year. While the number—forty-two—is small, in proportion to the total of 1,381, it should be remembered that it was the twelfth successive year in which the number was reduced, despite the normal tendency to increase with the increase of population.

BUSINESS INTERESTS

In the report of the Chairman, special mention has been made of the Committee's co-operation with the brewers and surety com-

panies in improving moral conditions in saloons and hotels. The so-called Raines Law Hotels, which the Committee was originally organized to suppress, do not constitute to-day any part of the vice problem; the disorderly and assignation hotels which the Committee is now seeking to suppress were not created originally because of the Raines Law. They have not only the ten rooms required of a hotel by that law, but fifty, one hundred, or even two hundred and fifty rooms.

The suppression of the established vice resorts has been reported,¹ but the thirty-eight convictions during the year for keeping, as disorderly houses, places certificated to traffic in liquor, is proof positive that conditions where liquor is sold are not all they should be. In addition many disorderly house cases were prevented because of the vigilance of the Committee, and its co-operation with the brewers and surety companies. This is one of the most effective parts of the Committee's work; a definite preventive work. Such work by the Committee also enables the police to be more efficient, to direct their efforts against a very much smaller number of places; those whose proprietors cannot be compelled properly to conduct their business, because the proprietor is not, through financial obligations, controlled by the brewer.

Limitation of Investigation

Some of the losses incurred by the brewers through the closing of saloons kept as disorderly houses could have been avoided if the Committee's surveillance of conditions had been more thorough. The limitations of the Committee's budget make possible only infrequent investigations of a large majority of the saloons. Probably only a third of the 10,000 saloons and hotels in the city were visited by the Committee's investigators during the year; in some 750 of these conditions were found which called for complaint. The Committee's work differs from that of the police because of the co-operation with the brewers—its policy is to clean up, not to close up the doubtful or disorderly places. This necessitates not one inspection, but many; not one, but re-

¹See Committee's Report for 1914.

peated conferences with the recalcitrant proprietor, for only when the proprietor has conclusively proved that he will not or cannot suppress the objectionable conditions, will the brewer take drastic action. This means generally forcing the proprietor out of the place, but the new man must be watched by the Committee, for the trouble may be due not to the greed of the proprietor so much as to competition; the place will not pay if properly conducted. Then the brewer must close the place and accept the loss of his investment. In the case of a hotel, the rooms in the upper floors must be converted into flats, a change which at times is difficult to make because of the restrictions of the Tenement House Law.

Assistance Offered by Brewers

Despite the losses incident to these co-operative efforts, the brewers have not only responded to the Committee's requests for action, but have appealed to it to make its investigations more thorough. Early in the summer, the following letter was received from the brewers. It would seem the best proof possible of the sincerity of the desire of the brewers to improve the conditions under which their product is sold.

(COPY)

THE LAGER BEER BREWERS BOARD OF TRADE
OF NEW YORK AND VICINITY

109-111 East 15th Street, New York,
June 16, 1916.

DR. JOHN P. PETERS, *Chairman*,
Committee of Fourteen,
27 East 22nd Street, New York.

Dear Doctor:

The Committee of Fourteen for the past ten years has done splendid work in combating vice so far as it is connected with the liquor trade. In this work the brewers of New York who are members of the Lager Beer Brewers Board of Trade have co-operated with your Committee.

These brewers, after conscientious study of the situation, have reached the conclusion that the purification of the saloon is essential to the continued existence of the liquor traffic with the consent and approval of the Public, and

they have further decided that they will devote more time and effort to securing that very desirable object. They believe that the work can best be done by your Committee and that it can be done with greater thoroughness than heretofore if your Committee can command more energetic co-operation on the part of the brewers than heretofore.

They therefore ask you to take into consideration the planning and carrying out of an active campaign, having for its object the abolition of vicious practices in connection with the liquor traffic at the present time, and the brewers offer to your Committee the greatest measure of assistance and co-operation.

In view of the fact that the contemplated campaign may involve the expenditure of larger amounts of money than are at your Committee's disposal, the brewers offer to contribute to the cost of the work such sums as may be found desirable.

This offer is made by the brewers with the sole purpose of promoting a work in which they, as well as your Committee, are interested, without any desire to do anything which may hamper your Committee or interfere with its usefulness in any way or detract from the confidence which the public has in your efficiency and sincerity.

We ask you to arrange an opportunity for ample discussion of this matter and would be glad to meet your Committee at such time and place as you may designate.

Yours respectfully,

PETER DOELGER,

*Chairman of Committee of Five of the
Lager Beer Brewers Board of Trade.*

A special committee was appointed to confer with this Committee of Five to consider plans for the extension of the co-operation.

Co-operation with Surety Companies

The co-operation with the surety companies, which is an essential part of this side of the Committee's work, has continued as in recent years. Ten years' experience has shown the surety companies that the co-operative method of re-insuring the risks peculiar to the excise business makes it both safe and profitable. The directors of the associated companies have sustained their local representative, Mr. Albert E. Sheridan, in his co-operation. For his long-continued and valued assistance, the Committee's secretaries are much indebted.

Protest List

Following the custom of the past eight years, a list was prepared in August of the saloons and hotels the proprietors of which did not maintain satisfactory conditions. This was filed with Mr. Sheridan and his assistants with the request that application for bonds for such places should not be favorably considered until word had been received from the Committee that it was satisfied that the proprietors would meet the requirements in the coming year. The list was also filed with Mr. Charles J. Warner, Secretary of the Brewers' Board of Trade.

Letters were written to the individual brewers, requesting that before arrangements were closed with the proprietors whose places were on the list, they be asked to call at the Committee's office, to explain their past dereliction, or to confer regarding complaints. In almost all cases promises were accepted, most frequently in writing, that satisfactory conditions would be maintained in the future.

The list this year contained 799 addresses, of which 518 are in Manhattan and the Bronx. Included in this number were 202 places closed either because penalized under the Excise Law, or by the brewer because of immoral conditions.

New Standards

This total is an increase of 125 over 1915, the result of the use of a higher standard of satisfactory conditions. The conditions demanded vary according to the neighborhood and the particular place. The desired condition for hotels is 'For Men Only,' but in some cases there is apparently a legitimate demand for accommodations from couples. If rooms are permitted to be rented to such guests, it is promised that they will not be accepted if without a reasonable amount of baggage, and unless they sign the hotel register, giving especially their home post-office address. This makes an investigation easily possible—fictitious addresses being assumed to prove that the accommodations were sought for an immoral purpose.

The desired standard for saloons is sales of liquor to 'Men

Only,' if it is to be consumed on the premises. In many however sales of liquor to women are permitted in the rear room, it being understood that no man may be served in such rear room unless he accompanies a woman. This arrangement separates unaccompanied persons of opposite sex and so prevents soliciting.

Sales to women are limited as far as possible to the hours of lawful sale—it is assumed that the women who resort to saloons after one A. M., accompanied or unaccompanied, do so for an illegitimate purpose.

BROOKLYN

Few outside the Borough of Brooklyn realize that if it were a separate city, it would be the third in size in the country; indeed its population is 300,000 larger than that of Philadelphia. In area it almost equals the Boroughs of Manhattan and the Bronx combined. There is probably less commercialized vice in Brooklyn than in the average American city of 100,000 population. This condition is not as remarkable as it at first appears. This Borough is essentially a city of homes. It has not the transient population of even a small city, and it is this transient population, strangers within the gates, who stimulate commercialized vice, as has been frequently reported by Vice Commissions. The small amount of vice in Brooklyn is due to the proximity of Manhattan, its citizens being among the strangers to be found in that Borough.

Vice Conditions

Because there is relatively little commercialized vice in Brooklyn does not mean that there is none. The 439 arrests for prostitution and the 92 arrests for keeping disorderly houses that occurred in the Borough during the year preclude such a statement. Because the hotels in the various parts of the Borough which formerly catered to the couples seeking accommodation for an immoral purpose have been closed, or now admit only men, does not mean that immoral desires have been suppressed.

Opportunity to gratify such desires has, by such changes, been greatly reduced, and the temptation correspondingly lessened. Aside from these hotels, the Brooklyn vice resorts have been, with very few exceptions, of the low cheap class, but the Borough owes it to the sailor visitors, to the extensive foreign population, to its negro citizens, that decent moral conditions be maintained.

Committee's Work

The work of the Committee in Brooklyn differs in no way, except in extent, from that in Manhattan. The legislation secured is as beneficial to Brooklyn as to Manhattan. Indeed, the amendment to the Code of Criminal Procedure which widened the definition of vagrancy was sought even more because of the conditions in Brooklyn than in Manhattan. The attempt to enforce some of its exceptional provisions has been made only in Brooklyn. By Subd. 4 of Section 887 it is an offense for a person, either man or woman, to loiter in or near any thoroughfare or public or private place for the purpose of inducing, enticing or procuring another to commit lewdness, fornication, unlawful sexual intercourse or any other indecent act. As compared with Manhattan there are relatively few women to be observed on the streets of the Borough, who, by their actions, give indication that they are prostitutes. Possibly, for this reason, the men on the street who are seen speaking to women whom they apparently do not know are more noticeable than in Manhattan. An investigation was made of these conditions by having a woman patrol Fulton Street and Flatbush Avenue. A report of her experiences, which proved the seriousness of conditions on the streets, was submitted to the First Deputy Police Commissioner, who is in charge of police in Brooklyn. He was asked to have a woman employed by his Department patrol these streets and have police officers, who should be shadowing her, arrest the men who spoke to her, urging her to accompany them for immoral purposes. It was expected that while those convicted of this offense might not be severely punished, publicity would be given to the cases, so that other men

might be deterred from similar conduct. Commissioner Godley did not believe public sentiment would sustain such a course and declined to adopt the suggestion.

The only attempt to secure a jury trial in a disorderly house case was denied because of a vigorous opposition to the motion by the District Attorney.

Richardson Case

Each of the Committee's Annual Reports since 1911, when the work of the Committee was extended to Brooklyn, contains a reference to Richardson, and the hotels conducted by him in the Borough Hall section. Richardson was convicted in 1913 of keeping as a disorderly house the hotel at 232 Duffield Street, of which he was owner as well as proprietor. His employees at 20-22 Smith Street, another hotel, were likewise convicted. The Committee's report for 1915 told of the latest case against this latter hotel, and how the defendants, Richardson's employees, had pleaded guilty and become witnesses for the People in a case against their employer. In the first trial the jury disagreed. This case was re-tried in April before the same Judge and with the same Assistant District Attorney. The defendant, however, was represented by other counsel. The case occupied the time of the Court and Jury for a whole week; many murder trials do not take as long.

Richardson did not take the stand in his own behalf, thus making it impossible to bring the fact of his previous conviction directly to the attention of the jury. The fact was brought to their knowledge, through an attempt by the District Attorney to discredit a witness for the defense. The Jury was told, however, by Judge Roy who presided, that this was the sole purpose of allowing the question to be asked, and that the fact of the defendant's previous conviction should not prejudice them against him.

The admission of this testimony presented a close legal point and Judge Roy himself granted Richardson a certificate of reasonable doubt, pending an appeal, saying "that while he believed the verdict of the jury was not only justified but

required by the evidence of the case, he was unwilling to have the defendant held in custody if there was any possibility of an error having been committed by the court." The appeal in this case has not as yet been determined.

Richardson was the lessee of the Smith Street property. It appears that when he leased this property from the Mallon estate, the owner, it consisted of stores and apartments. One of the stores he converted into a hotel office, saloon and restaurant, while the apartments became the rooms for the hotel. The lease contained a provision that at its termination the property, if altered, should be restored by the lessee to its original form if such reconversion was desired by the owners. The Committee is informed that the attempt to have this provision carried out has been unsuccessful.

COURTS

Special Sessions:

During the year 92 persons were tried in the Court of Special Sessions in the Borough, charged with keeping disorderly houses. This number compares with 107 the preceding year. The proportion convicted increased from 72 to 78 per cent., while the number fined and the total of fines imposed decreased one-half. Possibly the most interesting conviction of the year in this Court was that of Max Hartman. Hartman had been a well-known character in the Borough for many years, largely because of the manner in which he conducted a hotel adjoining an entrance to Prospect Park. The conditions at this hotel were familiar to the Secretaries before the Committee's work was extended to the Borough, because it was the location in which occurred the alleged offense of "Thomas Drum." Drum was convicted in the Court of Special Sessions of keeping a disorderly house. The proprietor of the hotel, Hartman, took an appeal. The conviction was reversed by the Appellate Division and the opinion by the presiding justice has been cited ever since by counsel for defendants in similar cases. There was no doubt at that time or in the years afterwards as to the character of the hotel which

Hartman kept, the failure of the police to suppress it being due to the difficulty of securing sufficient evidence. Hartman was finally forced out of this hotel through the co-operation of the Committee with the surety companies and the police. After several attempts to conduct various saloons, he located at Coney Island Avenue and Neck Road. It was the manner in which he conducted this place that resulted in his conviction, and in spite of his physical infirmities, which were of many years' standing, he received a jail sentence.

Another conviction which closed a long series of efforts by the Committee to improve conditions, was of Henry Luhrs, who kept a hotel on Liberty Avenue in an old-fashioned frame structure. At the time of the conviction the place was not certificated to traffic in liquor, because Luhrs was not financially able to take out a certificate except with the help of the brewer, and that he could not obtain because of the protest of the Committee.

Among the cases which were acquitted in the court during the year was that of one of the large hotels, which has had special attention from the Committee. The acquittal was caused by the preponderance of character evidence. The police were unable to secure any character witnesses against the place, while the defendant produced many, including one of the city magistrates and a prominent criminal lawyer, who was a resident of the immediate neighborhood. It was not difficult to understand this testimony because of the manner in which the place was conducted. While the case was lost, it proved a salutary lesson to the proprietor, and it is believed that a more genuine effort has been made in the months since, than in the years preceding, to exclude the objectionable business.

Magistrates

Your Secretaries have observed the disposition of cases of women charged with prostitution in the Adams Street Court, which corresponds in part to the Women's Court, Manhattan. The number of these cases during the year shows a considerable increase, from 305 in 1914-1915, to 439 in 1915-1916. All these cases, with the exception of those charged with committing prostitu-

tion in a tenement, were brought under Subdivision 4 of Section 887 of the Code of Criminal Procedure. The increase is undoubtedly due to the broad provision of this section, not to any special increase of prostitution in the Borough. From the success of the special assignments in the Women's Court, Manhattan, it would seem advisable that a similar course be pursued in the Adams Street Court. It seems to the Secretaries that the benefits of a court to deal especially with prostitution cases in this borough can be secured without increased cost by the adoption of the suggestion made by one of the magistrates, that the cases of women, especially those charged with moral delinquencies, should be tried in the Adams Street Court after eleven o'clock in the morning, by which time the cases of general offenders will have been determined.

The cases of prostitution in tenements during the year numbered 156. None of these occurred at addresses at which there had been a previous case within six months. It is interesting that the first lien to be obtained by the city against the owner of a tenement for using or permitting the use of his property for purposes of prostitution, should be in Brooklyn.

Grand Jury and Perjury

The attitude of Grand Juries, which has been commented on elsewhere in the report, is further illustrated by the Zraick case. Zraick owns a frame building on one of the Coney Island 'Walks.' Because of the manner in which this place was conducted, an employee was convicted in 1911 of keeping it as a disorderly house. Because of the Committee's protest, Zraick was unable to secure the usual surety company bond. His wife and his sister-in-law were owners of title of a piece of real estate in the Borough, and they qualified in two successive years as sureties on the personal bond, given by the applicant for a liquor tax certificate for this Coney Island Hotel. The law requires that such sureties be holders of unencumbered realty, this provision having been made as an additional protection in case of an action against them. Investigation disclosed the fact that the property given by these sureties was encumbered at the time they attempt-

ed to qualify, so that the sureties' statement that the property was unencumbered was materially false. Indeed it was a mortgage which they themselves had made. These facts were presented to the magistrate and the defendants were held for action by the Grand Jury. Despite a vigorous presentation of the case by the Assistant District Attorney in charge, no indictment was returned. The only explanation of this action is that the People failed to show that anyone was injured by the perjury which was committed. The evidence of perjury was plain, and the fact that there was no injury would not seem to be material to the question of indictment. It would have been considered after conviction by the judge in imposing sentence.

Co-operation

The list of hotels and saloons in Brooklyn which was filed with the brewers and surety companies, where unsatisfactory conditions were found to exist, contained 228 addresses. This number was almost fifty per cent. larger than that in 1915, the increase being due to a higher requirement and a more thorough investigation of the saloons on Fulton Street, Broadway, Myrtle and Third Avenues. A larger proportion than ever before have promised not to sell to women liquor to be consumed on the premises. One of the few remaining hotels of which the Committee and the Police had doubts as to the character of the business done, has been closed because unable to get a bond. The management of a saloon, where the Police had likewise long sought to obtain evidence of disorderly character, was changed and it is anticipated that conditions will be greatly improved.

A large dance hall near the Parade Grounds, which was the cause of much complaint, was also closed during the year, by the brewer who thereby incurred a heavy loss. A resort conducted by negroes and frequented by them was closed by the brewer removing the liquor tax certificate at the request of the Secretaries. This place had been a serious nuisance to the neighbors and its closing was much appreciated by them. Because it was the only place of its kind for negroes in the

Borough many efforts were made to secure the suppression of the objectionable conditions before the drastic action of closing it was taken. Another gain was the conversion into flats of a hotel formerly much frequented by couples, a most satisfactory action, because it means a permanent gain.

Vice conditions at Coney Island during the summer were almost entirely of the cheaper class, the more expensive and much-frequented resorts being properly conducted. There was considerable movement from the East Side of Manhattan to Coney Island; women and men who might be observed during the winter in the resorts of the former district were found during the summer at Coney Island. This created a condition which required special attention from both the Police and the Secretaries. The disorderly house cases which resulted are among those awaiting trial in the Court of Special Sessions.

THE BOROUGH OF THE BRONX

The chief problem in the Bronx continues to be the dance hall resorts and road houses, especially a group of places in the neighborhood of Bronx Park. These cases are very difficult to handle, for there is comparatively little disorder in the resorts themselves, but the opportunity given for young girls to meet undesirable men is such that the Secretaries have endeavored to exercise close supervision of these resorts. To change these conditions a number of these places were compelled to discontinue dancing for various periods of time, and through co-operation with the brewers the place where the conditions were particularly flagrant was closed. The majority of these resorts are near the public parks and are patronized to a certain extent by respectable people, facts which make the problem more difficult. The increased value of liquor tax certificates, which is due to the steady increase in population in the Borough has been helpful, however, in securing improved conditions. The increased population, which is largely residential, has brought about the building up of the sparsely settled sections where these resorts have been located, and neighborhood complaints have been more or less

effective in preventing violations of the law. In their efforts to improve conditions, the Secretaries have had the very active co-operation of the clergy and good citizens interested in conditions in this Borough. A few years ago quite a number of resort keepers, who had been driven out of Manhattan, attempted to open disorderly hotels or saloons in the Borough. This attempt has entirely ceased, commercialized vice having been made unprofitable and dangerous by the efforts of County Judge Gibbs and District Attorney Martin.

The co-operation of the brewers has likewise been all that could be desired; the Secretaries having been asked by the brewers supplying Bronx places to pass upon the character of a large number of prospective proprietors, even though the places were not suspected of being disorderly.

QUEENS AND RICHMOND

The vice problem in these boroughs differs from that of Manhattan in much the same way as does that of Brooklyn. The professional prostitute is not in evidence, though investigators' reports show the presence in large numbers of the so-called charity girl—the girl who yields herself without direct monetary return. These girls constitute a definite social problem, but one which is not the special responsibility of those seeking the reduction of commercialized vice by law enforcement. Its solution is the adoption of higher standards of morals, better education in sex, and a more general knowledge of the psychological and pathological dangers of waywardness. The need for amusement is a considerable factor in the problem of the charity girl. This desire for play, play which will be interesting and absorbing to the girl tired with a day of routine work, the man with his better pay can and does gratify—in return she gives him what he wants.

During the year but one disorderly house case was submitted to the Grand Jury in Queens. Though the magistrate had previously dismissed the defendant, an indictment was returned. Two defendants indicted in 1915 were tried and found guilty by

the petit juries. The sentences in these cases were also adequate—sixty days for the woman and one year and \$500 for the man. This record is most satisfactory, especially as compared with the action of similar bodies in Manhattan. Is it not again a question of public opinion?

Altenkirch Case

The case which attracted the most attention in the Borough during the year received a brief mention in last year's report. The defendant in this case, Eliza Altenkirch, and her husband were owners and proprietors of a road house hotel and picnic park on the direct road from New York to Jamaica. The evidence against Mrs. Altenkirch was obtained by two police officers attached to the local inspection district office. A motion for a jury trial was denied. At the trial in Special Sessions the defense proved inadequate and she was quickly found guilty. The judges who heard the case were Chief Justice Russell, his successor as Chief Justice, Judge Kernochan, and Judge Garvin, newly appointed to the Court. After a motion for a re-trial was denied, sentence was suspended, because as owners of the property the Altenkirchs would suffer the penalty under the Liquor Tax Law of being closed for a year. The defendant thereupon secured a stay of penalties pending an appeal from the conviction. This was in December, 1915, but the appeal has not been perfected, though the District Attorney of Queens County has done everything possible to force the submission of the case. The Excise Commissioner brought an action to recover the penalty of the bond, but was unsuccessful, the jury disbelieving the police officers. The Department has taken an appeal, so that the same evidence is before the Appellate Division in two cases, an appeal in the criminal case by the defendant, and in the civil case by the plaintiff.

Following the bond action, counsel for the defense again moved (the third time) for a new trial in the criminal case. In his moving papers, he declared that the Trial Bench had been influenced in denying the earlier motions for a new trial by the General Secretary of the Committee of Fourteen. He desired to examine

the Secretary before the Court to prove this statement. Counsel also stated that without the Committee's support of the People's case a re-trial could have been had, and his client acquitted. The Secretaries have followed the case most carefully, having confidential information as to the character of the place, in addition to the finding of the Court.

During the summer the Excise Commissioner began an action to revoke the license issued to Altenkirch under the stay, alleging unlawful sales of liquor on Sunday, and non-compliance with the hotel requirements. This case the Department won on technical grounds. The place has been closed since September 15th, pending the determination of the appeal.

Hotels Closed

Another road house on the Hoffman Boulevard was proved to be disorderly and closed. It was a permanent gain when the hotel in Jamaica opposite the King Mansion, the conviction of which as a disorderly house was reported last year, was abandoned, the owner declaring liquor would never again be sold there. Two saloons in the Ridgewood section of the Borough were closed by the brewers' removing the liquor tax certificates. This was done upon the request of the Committee because the proprietors had failed to maintain the required conditions. A hotel on the North Shore which had a bad local reputation was closed October 1st because the proprietor, who had failed to keep his promises, could not continue without help from his brewer; which was refused because of the Secretaries' protest.

Vice conditions in the borough are, as a whole, not unsatisfactory, but the multiplicity of hotels constitutes a constant menace. There are 485 hotels in Manhattan, with its resident population of 2,000,000, and 320 in Queens, with 350,000 inhabitants. This large proportion is due to the small tax imposed upon the liquor traffic. For the purpose of determining the rate the borough is considered as though no consolidation had taken place and each locality, of which there are thirty-four in the borough, is considered as a separate division. These hotels should be frequently investigated, that the rooms may not be

used for immoral purposes. In these days when automobiling has ceased to be a rich man's sport, the quiet, unobtrusive roadside hotel offers temptation to those with immoral desires. If by the Committee's methods such hotels have been suppressed in Brooklyn, they can be suppressed also in Queens.

HARLEM RESORTS

One of the most difficult of the many problems of the Committee's work has been the proper treatment of the saloons and dance halls in Harlem catering to colored persons. For some years the Secretaries have had the assistance of a group of colored men, headed by Mr. Fred. W. Moore, the Editor of the New York Age, in dealing with these cases. The assistance given by Mr. Moore and his committee has been of much value and the progress made, while slow, has resulted in the elimination of the feeling that the Committee was discriminating against these places because they were conducted by colored men. This gain having been made efforts were continued to secure improvement. The situation has been difficult as respectable colored people do not frequent saloons. Consequently the saloons frequented by colored people have been largely the resorts of the disorderly element, this being particularly true in regard to the women. Further, the employment of a large number of the colored people is such that their hours of recreation are much later than those of other races. The 'colored saloons' always do the greater part of their business late at night and they have generally been permitted to remain open long after legal closing hours, hours when the disorderly and criminal elements congregate. Although the police have made a number of arrests of persons for keeping such saloons as disorderly houses, the cases have failed. As the conditions in this section were becoming a scandal to the city and drastic measures were necessary to prevent serious results, the Brewers' Board of Trade agreed to co-operate with the Committee of Fourteen and its colored auxiliary in enforcing the restrictions imposed; the only condition being that all the saloons in this section should be made to comply with the

law. The saloon keepers themselves, through the efforts of Mr. Moore, have shown an increasing desire to co-operate with the Committee, and as a result the more prominent and influential of the proprietors of such places have agreed to a definite closing hour and the elimination of women from all saloons after one o'clock.

Flagrant Offenders

One of the chief sources of trouble has been a group of saloons owned or controlled by a firm composed of white men; their principal method of operation being to get control of a saloon and put a colored man in charge as manager. By compelling him to purchase all supplies from themselves at an advanced rate, and by the use of other business control, it was made impossible for the manager to make any success without catering to a disorderly element. This concern at one time controlled four saloons and was reported to be behind a large number of the 'buffet flats,' which were operating in Harlem. Through co-operation with the brewers two of its places were closed. In the other places a change of management and supervision by the brewer brought about improved conditions. These owners were also arrested on a charge of maintaining a disorderly house in a large dance hall in another part of the city, so that, after a more or less spectacular career, these men have been practically eliminated as factors in the vice problem in Harlem. Another resort, also operated by a white man, with indescribable conditions, was closed, the brewer taking away the license. This also has had a salutary effect.

CONFERENCES

Indianapolis

In co-operation with the American Social Hygiene Association, the Committee called a special conference in connection with the National Conference of Charities and Corrections at Indianapolis in May, to discuss problems of social hygiene. Both the afternoon and the evening meetings were very largely at-

tended, showing that the topics discussed were of general interest.

At the afternoon meeting 'The Problem of the Girl' was discussed, under the leadership of Mrs. Jane D. Rippin, supervising probation officer of the Misdemeanants' Court of Philadelphia. The principal speaker was Miss Maude E. Miner, of this Committee, and Secretary of the New York Probation and Protective Association. Your General Secretary, who was in charge of these special conferences, asked consideration of the fact that forty to fifty per cent. of the women convicted each year in the Women's Court of New York have no previous record of conviction, and hence may be assumed to be recent recruits to the life of prostitution. "Where do these 750 to 1,000 women come from and where do they go?" was the question asked. The evening session dealt with law enforcement, the principal speaker being Mr. Samuel P. Thrasher, Secretary of the Committee of Fifteen, of Chicago. Mr. Thrasher told of the successful results of the Committee's work in Chicago, in overcoming the deficiencies and worse of the police. Mr. Robert A. Woods, License Commissioner of Boston, and Mr. Roger N. Baldwin, Secretary of the Civic League of St. Louis, also spoke on vice conditions in their particular cities.

While in Indianapolis, the General Secretary endeavored to assist Mr. Preston, Secretary of the Federation of Churches, which is the only volunteer organization which seeks to close the disorderly houses and resorts in that city. An improvement in conditions was shown, but there were many openly disorderly houses and many doubtful hotels.

Minneapolis

The General Secretary spent several days in Minneapolis, at the invitation of Mr. Robbins Gilman, assisting him in his endeavor to organize a Social Hygiene Committee in that city and in St. Paul. The report of the Minneapolis Vice Commission closely followed that of Chicago. The recommendation that a Morals Commission be established was adopted, but because of inadequate funds the commission was forced to discontinue its work. While the segregated district in Minneapolis has not re-opened,

the city has many disorderly houses and vice resorts. Public opinion was much aroused at the time of the visit through disclosures attending a trial for statutory rape.

Those who attended the conferences called by Mr. Gilman were especially interested in the success of the Committee of Fourteen in co-operating with the police and the brewers and the small budget on which the work was done. Your Secretary was also given an opportunity to address the Grand Jury of Hennepin County, then in session.

While in Minneapolis, your Secretary addressed a group of some thirty men interested in civic improvement in St. Paul. The meeting was held at the University Club.

Philadelphia and Boston

In January through the efforts of a committee member, an opportunity was obtained for your General Secretary to confer with those in Philadelphia who are interested in vice repression in that city. One of the specific recommendations contained in the Report of the Philadelphia Vice Commission was the establishment of a local Committee similar to the Committee of Fourteen. The General Secretary also addressed the Social Workers Club, of Boston, on the 'Complexity of the Problem of Prostitution'. Mr. Robert A. Woods, Headworker of South End House, and for the past three years a member of the Licensing Board of Boston, writing in The Survey of the work of that board, says, "It was considerably influenced by the methods of the New York Committee of Fourteen, which has accomplished so much toward improving Raines Law hotel conditions." It is hoped that through conferences participated in by your Secretary the Massachusetts Social Hygiene Association will broaden its activities, seeking by direct methods to suppress prostitution in that state.

The organizing of law enforcement committees in other cities is retarded because experienced secretaries cannot be obtained. Unfortunately, no assistant secretary of existing committees is available because the staffs of existing committees are so limited as to be without junior executives. It is hoped this condition

may be remedied by co-operation with the American Social Hygiene Association. It has been suggested that the national association should add junior secretaries to its staff, who, by work with the secretaries in local fields, can gain the experience in law enforcement work necessary to qualify them for responsible positions in other cities.

Submitted,

FREDERICK H. WHITIN
WALTER G. HOOKE

November, 1916

REPORT OF THE TREASURER

On behalf of the Committee, the Treasurer would again express appreciation and thanks to the many contributors, who by their continued support have made possible the effective work of the Committee; especially are these thanks due to those who so kindly pledged their contributions to the Guarantee Fund for the period 1912-1916.

The Finance Committee, consisting of Messrs. Seligman, Low and Straus, together with the Treasurer, ex-officio, are now actively engaged in raising the budget of \$15,000 adopted for this year, and are glad to report encouraging responses from contributors, old and new.

FRANCIS LOUIS SLADE,
Treasurer.

REPORT OF RECEIPTS AND DISBURSEMENTS BY THE
TREASURER FOR THE FISCAL YEAR, 1915-1916

Balance, September 30, 1915..... \$498.53

Receipts:

Contributions and Interest.....	\$10,984.61	
Contributions for Brooklyn work.....	643.00	
Total Receipts for year		<u>11,627.61</u>
		<u><u>\$12,126.14</u></u>

General Disbursements:

Salaries, Executive.....	\$5,500.00
Clerical.....	1,237.23
Rent.....	600.00
Stationery.....	292.83
Telephone.....	246.38
Carfare.....	271.36
Postage.....	176.99
Miscellaneous.....	216.16

Investigation:

Manhattan.....	\$999.30
Special.....	281.09
Borough.....	290.84
	<u>\$1,571.23</u>

Brooklyn Disbursements:

Clerical.....	\$595.41
Investigation.....	513.72
Miscellaneous.....	54.30
	<u>\$1,163.43</u>

Special Disbursements:

Annual Report.....	383.87
Indianapolis Conference.....	216.47
Albany Reports.....	25.00
	<u></u>

Total Disbursements for year..... \$11,900.95

Balance, September 30, 1916..... 225.19

\$12,126.14

November 10, 1916.

We have had examined the vouchers and checks for the above receipts and disbursements and they have been found correct.

(Signed) G. H. PUTNAM,
ISAAC N. SELIGMAN,
Committee on Audit.

CONTRIBUTORS, 1915-1916

NEW YORK

ABBOTT, REV. LYMAN, D.D.....	\$5.00
AGNEW, GEORGE B.....	10.00
ALGER, GEORGE W.....	25.00
BACHMAN, REV. ROBERT, JR.....	25.00
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STONE, MISS ELLEN J.....	25.00
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STRAUS, PERCY S.....	250.00

STRAUSS, FREDERICK.....	50.00
THORNE, SAMUEL.....	25.00
TIFFANY & Co.....	25.00
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TUCKERMAN, ALFRED.....	25.00
VAN INGEN, EDWARD H.....	100.00
VILLARD, MRS. HENRY.....	10.00
VILLARD, OSWALD GARRISON.....	10.00
WARBURG, PAUL M. & FELIX M.....	500.00
WATSON, CHARLES W.....	10.00
WATSON, MRS. J. HENRY.....	20.00
WHEELER, JAMES R.....	5.00
WOLFF, MRS. LEWIS S.....	10.00
ZABRISKIE, MRS. GEORGE.....	5.00

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CHILDS, WILLIAM HAMLIN.....	100.00
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LOW, JOSIAH O.....	25.00
MERRITT, MRS. J. H.....	5.00
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PRATT, FREDERIC B.....	100.00
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1918

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1917

